DOCUMENT RESUME

ED 149 058 CE 014 293

TITLE	Resource Book for State Advisory Councils on Vocational Education.
INSTITUTION	National Advisory Council on Vocational Education, Washington, D.C.
PUB DATE	Dec 77
NOTE	65p.
EDRS PRICE	MF-$0.83 HC-$3.50 Plus Postage.
DESCRIPTORS	*Advisory Committees; *Agency Role; Citizen Participation; Community Action; Educational Planning; *Educational Policy; Educational Responsibility; *Federal Legislation; Federal State Relationship; Guides; Interagency Coordination; State Agencies; *Statewide Planning; *Vocational Education
IDENTIFIERS	*State Advisory Council on Vocational Education

ABSTRACT

This resource book provides an overview of how the mission and responsibilities of the State Advisory Council on Vocational Education (SACVE) may best be approached. Based on the thinking of many authorities in the field of occupational education vis-a-vis citizen advisory groups, it analyzes the provisions of the relevant laws in light of congressional intent, and it helps in interpreting the U.S. Office of Education rules and regulations. It is presented as a tool to be used in orientation of new members, as a repository of information on SACVE requirements, and as a source of alternative approaches state advisory councils may use in carrying out their responsibilities. Contents, presented in five chapters, cover (1) the role of the State Advisory Council on Vocational Education; (2) vocational education and related legislation; (3) organization, operation, and independence of SACVE; (4) Council mandates; and (5) relationships with other organizations. A checklist of SACVE responsibilities is appended. (BL)

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RESOURCE BOOK

FOR STATE ADVISORY COUNCILS ON VOCATIONAL EDUCATION

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NATIONAL ADVISORY COUNCIL ON VOCATIONAL EDUCATION

The National Advisory Council on Vocational Education was established under the Vocational Education Amendments of 1968, and continued under the Vocational Education Amendments of 1976. Its members, representing business, labor, education, various groups with special needs, and the general public are appointed by the President, Congress, the Secretary of Health, Education and Welfare, the Commissioner of Education and the heads of other departments and agencies concerning the operation of vocational education and related programs, to make independent evaluations of such programs, and to issue reports on their findings and recommendations. There is cross-representation between the National Advisory Council and the National Commission for Manpower Policy, both of which are required to identify the vocational education, employment, and training needs of the nation, and assess the extent to which vocational education, employment and training programs and other related programs represent a coordinated approach to meeting those needs.

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INTRODUCTION

This Resource Book for members of State Advisory Councils on Vocational Education provides an overview of how the mission and responsibilities of the Advisory Council may best be approached. It is based on the thinking of many authorities in the field of occupational education vis-a-vis citizen advisory groups; it analyzes the provisions of the relevant laws in light of Congressional intent; and it helps in interpreting the United States Office of Education Rules and Regulations. It is intended as a tool to be used in orientation of new members, as a repository of information on SACVE requirements, and as a source of alternative approaches State Advisory Councils may use in carrying out their responsibilities. A loose-leaf format is used so that the book can be updated on an ongoing basis and so that each State Advisory Council can insert whatever materials it finds pertinent. From time to time NACVE will be sending new materials, either as additions or to replace sections which have become obsolete.

ACKNOWLEDGMENTS

In developing this Resource Book for State Advisory Councils on Vocational Education, the National Advisory Council on Vocational Education and its Task Force on Technical Assistance to SACVEs wishes to acknowledge their indebtedness to the following agencies and individuals:

Former members of the National Advisory Council on Vocational Education

The Senate Committee on Human Resources and its staff

The House Committee on Education and Labor and its staff

We are especially indebted to members and Executive Directors of the State Advisory Councils for supplying foundation materials on which the book is based and for provision of advice in its development.

We also wish to particularly acknowledge the contribution of the staff of the National Advisory Council – its Executive Director, Reginald Petty; Gail Tarleton, who served as editor; George Wallrodt, who served as legislative consultant; and Linda McKisson, who served as layout and design specialist.

We are particularly indebted to the following individuals for the time they spent in reviewing the draft and for the excellent suggestions they provided:

From the National Association of Executive Directors of State Advisory Councils on Vocational Education:

William Nagel, President

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From the OE Rules and Regulations Task Force:

Rufus Beamer, Executive Director of the Virginia Advisory Council; and

Harold Duis, Program Specialist, Reports and Data, U.S. Office of Education

Without the contribution of these individuals, this Resource Book would not have been possible. It is with great pleasure that we acknowledge them.

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Advise the State Board on the development of the five-year State plan, annual plan and accountability report and on policy matters arising from administration of programs established under these documents 41

Evaluate vocational programs, services and activities assisted under this Act and publish and distribute the results thereof 42

Prepare and submit to the Commissioner and the National Advisory Council on Vocational Education an annual evaluation report 44

Identify, after consultation with the State Manpower Services Council, the vocational education and employment and training needs of the State, and assess the extent to which vocational education, employment training, vocational rehabilitation, and other programs assisted under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs 45

Hold at least one public meeting each year during which the public is given an opportunity to express views concerning the vocational education programs of the State 46

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CHAPTER I: THE ROLE OF THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

THE ROLE OF THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

The Enabling Statute: Vocational Education Amendments of 1968 (PL 90-576)

As a means of infusing citizen participation into the vocational education decision-making process, the Vocational Education Act of 1963 as amended in 1968 provided for the establishment of a National Advisory Council on Vocational Education, and required that each State wishing to receive funds under that Act establish a State Advisory Council on Vocational Education. These State Advisory Councils were given the following responsibilities:

> (B) advise the State board on the development of and policy matters arising in the administration of the State plan submitted pursuant to part B of this title, including the preparation of long-range and annual program plans pursuant to paragraphs (4) and (5) of section 123(a);
>
> (C) evaluate vocational education programs, services, and activities assisted under this title, and publish and distribute the results thereof; and
>
> (D) prepare and submit through the State board to the Commissioner and to the National Council an annual evaluation report, accompanied by such additional comments of the State board as the State board deems appropriate, which (i) evaluates the effectiveness of vocational education programs, services, and activities carried out in the year under review in meeting the program objectives set forth in the long-range program plan and the annual program plan provided for in paragraphs (4) and (5) of section 123(a), and (ii) recommends such changes in such programs, services, and activities as may be warranted by the evaluations.

The law further provided that State plans – also a requirement for receipt of federal funds – were eligible for approval by the U.S. Commissioner of Education only if they were prepared in consultation with the State Advisory Councils.

The legislation supplied the Councils with their own operating funds to ensure their financial independence from the Department of Education and established specific categories for their membership. These categories may be grouped into four areas: (1) representatives of business, labor, industry and the general public – i.e., the consumers of vocational education; (2) a number of persons familiar with the administration of vocational education programs but not actually involved in it; (3) representatives of educational agencies where vocational education is taught; and (4) representative(s) of the comprehensive area manpower planning system of the State. In providing the Councils with persons familiar with the educational administration, the law ensured the Council's ability to be closely attuned to the activities of the State Board and the Department of Education. The presence of a manpower representative was designed to achieve some degree of coordination with manpower programs.

The intent of Congress with respect to vocational advisory councils was summed up in a letter of April 30, 1973 to the Secretary of Health, Education and Welfare from Congressmen Albert Quie, William Steiger, and Lloyd Meeds:

> We strongly believe that independent, lay advisory councils, at both the national and State levels, infusing the views and perspectives of business, labor, and the general public into the educational process, are especially important in the area of vocational education. They provide advice to both the educational administrators and to Congress which cannot be furnished by professional educators.

An Expanded Role: Vocational Education Amendments of 1976 (PL 94-482)

The State Advisory Council was given increased emphasis and added responsibilities under the Vocational Education Amendments of 1976. In its Declaration of Purpose, the 1976 Act states that

> it is the purpose of this part to assist States in improving planning in the use of all resources available to them for vocational education and manpower training by involving a wide range of agencies and individuals concerned with education and training within the State in the development of the vocational education plans.

The State Advisory Council, itself a body representing "a wide range of agencies and individuals," was broadened in its membership categories and given additional responsibilities. Membership categories for State Advisory Councils under the 1976 legislation are as follows:

"(1) represent, and are familiar with, the vocational needs and problems of management in the State;
"(2) represent, and are familiar with, the vocational needs and problems of labor in the State;
"(3) represent, and are familiar with, the vocational needs and problems of agriculture in the State;
"(4) represent State industrial and economic development agencies;
"(5) represent community and junior colleges;
"(6) represent other institutions of higher education, area vocational schools, technical institutes, and postsecondary agencies or institutions which provide programs of vocational or technical education and training;
"(7) have special knowledge, experience, or qualifications with respect to vocational education but are not involved in the administration of State or local vocational education programs;
"(8) represent, and are familiar with, public programs of vocational education in comprehensive secondary schools;
"(9) represent, and are familiar with, nonprofit private schools;
"(10) represent, and are familiar with, vocational guidance and counseling services;
"(11) represent State correctional institutions;
"(12) are vocational education teachers presently teaching in local educational agencies;
"(13) are currently serving as superintendents or other administrators of local educational agencies;
"(14) are currently serving on local school boards;
"(15) represent the State Manpower Services Council established pursuant to section 107 of the Comprehensive Employment and Training Act of 1973;
"(16) represent school systems with large concentrations of persons who have special academic, social, economic, and cultural needs and of persons who have limited English-speaking ability;
"(17) are women with backgrounds and experiences in employment and training programs, and who are knowledgeable with respect to the special experiences and problems of sex discrimination in job training and employment and of sex stereotyping in vocational education, including women who are members of minority groups and who have, in addition to such backgrounds and experiences, special knowledge of the problems of discrimination in job training and employment against women who are members of such groups;
"(18) have special knowledge, experience, or qualifications with respect to the special educational needs of physically or mentally handicapped persons;
"(19) represent the general public, including a person or persons representing and knowledgeable about the poor and disadvantaged; and
"(20) are vocational education students who are not qualified for membership under any of the preceding clauses of this paragraph.

The expanded mandate of the State Advisory Councils under the 1976 Act reads as follows:

"(d)(1) Each State advisory council shall advise the State board in the development of the five-year State plan submitted under section 107 and the annual program plan and accountability report submitted under section 108 and shall advise the State board on policy matters arising out of the administration of programs under such plans and reports.
"(2) Each state advisory council shall also evaluate vocational education programs, services, and activities assisted under this Act, and publish and distribute the results thereof.
"(3) Each State advisory council shall prepare and submit to the Commissioner and to the National Advisory Council created under

section 162, through the State board, an annual evaluation report, accompanied by such additional comments of the State board as the State board deems appropriate, which (A) evaluates the effectiveness of vocational education programs, services, and activities carried out in the year under review in meeting the program goals set forth in the five-year State plan submitted under section 107 and the annual program plan and accountability report submitted under section 108, including a consideration of the program evaluation reports developed by the State pursuant to section 112 and of the analysis of the distribution of Federal funds within the State submitted by the State board pursuant to section 108, and (B) recommends such changes in such programs, services, and activities as may be deemed necessary.

"(4)(A) Each State advisory council shall identify, after consultation with the State Manpower Services Council, the vocational education and employment and training needs of the State and assess the extent to which vocational education, employment training, vocational rehabilitation, and other programs assisted under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs; and (B) comment, at least once annually, on the reports of the State Manpower Services Council, which comments shall be included in the annual report submitted by the State advisory council pursuant to this section and in the annual report submitted by the State council pursuant to section 107 of the Comprehensive Employment and Training Act of 1973.

In addition, a representative of the State Advisory Council is included in the formulation of the five-year State plan and the annual program plan and accountability report under Sections 107 and 108.

Under the 1976 Act, the State Advisory Council is also to assist the State Board in developing the State evaluation plans, required for the first time by the 1976 legislation, and to monitor these evaluations. This law also requires that any local recipient of federal funds establish a local advisory council, and that the State Advisory Council assist in the establishment and operation of such councils upon request.

Thus the responsibilities of the State Advisory Council have been increased in terms of State planning, vocational education needs assessment, evaluation, and provision of leadership. Chapters III and IV of this Resource Book will explore the responsibilities, function, and operation of SACVEs in greater detail.

CHAPTER II: VOCATIONAL EDUCATION AND RELATED LEGISLATION

Although the Education Amendments of 1976 (PL 94-482, Title II) basically extends the Vocational Education Act of 1963 as amended in 1968, there were major revisions, including coordination with other legislation. This chapter will provide an overview of the Vocational Education Act as amended in 1976 with particular emphasis on the revisions. In addition, summaries have been provided of the 1976 Amendments, the Comprehensive Employment and Training Act, and the Youth Employment Act.

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OVERVIEW OF VOCATIONAL EDUCATION AND RELATED LEGISLATION

Although Federal support for vocational education goes back to the Smith-Hughes Act of 1917, the Vocational Education Act of 1963 is the beginning point for the consideration of all recent Federal efforts to expand and improve vocational education. That Act sought to update and upgrade vocational courses by requiring the United States Office of Education to fund national research, experimental, and developmental programs. New funding was also provided to the States for the construction of area vocational schools and for work-study programs.

The Vocational Education Amendments of 1968 further expanded the flexibility afforded the States to offer broad training programs by removing the narrow purpose by purpose State matching of Federal expenditures required in previous Acts. Those amendments also sought to encourage the States to evaluate better the appropriateness of the job training they were offering and to coordinate better their programs with other Federal and State job training programs. In addition, those amendments sought further updating and upgrading of vocational programs by providing categorical funding for exemplary projects, cooperative education, curriculum development, and special programs for the disadvantaged. Federal support was also continued for the construction of area vocational schools and for work-study programs.

The States were required to give greater attention to persons with special needs by requiring that at least 15% of each State's basic grant must be used for the disadvantaged and at least another 10% must be used for the handicapped. The States were also encouraged to fund more programs for persons who had completed or left high school. Lastly, these amendments sought to provide greater Federal funding for poorer school districts and to involve greater lay participation in the planning and evaluation of the State's programs by creation of the State Advisory Councils on Vocational Education.

The 1975-76 Congressional hearings on vocational education showed that the Vocational Education Act of 1963 and the 1968 Amendments have clearly achieved tremendous progress. This can be seen in greatly increased enrollments at all levels, especially among postsecondary students and among the disadvantaged and handicapped, greatly increased expenditures of funds for vocational education from local, State and Federal sources, the construction of thousands of area vocational schools throughout the country, an increase in the number of trained teachers, and an expansion in the number and variety of course offerings and occupational training areas.

The hearings also focused on the need for improvements in various areas. Many witnesses, including State Advisory Councils, stressed the need for better planning and evaluation; greater flexibility on the part of the States; greater attention to the needs of the disadvantaged, the handicapped, and women; and greater coordination of vocational education and other related programs, particularly employment and training programs under CETA.

In the Vocational Education Amendments of 1976 (PL 94-482, Title II), Congress recognized the impact and momentum of vocational education by extending the Act through 1982. It also made a number of revisions in the Act, designed to bring about improvements in some of the areas identified in the hearings. The major revisions are:

(1) **Increased emphasis on planning and evaluation:** The State must develop a five-year plan (Sec. 107), an annual plan and accountability report (Sec. 108) and conduct program evaluations (Sec. 112(b)). The State Board for Vocational Education must involve the active participation of a number of interested agencies, councils, and groups in the planning process, including the State Advisory Council and the State Manpower Services Council.

(2) **Consolidation of categorical programs:** With the exception of Consumer and Homemaking and programs for persons with special needs, all program funding is consolidated into two blocks, one for basic grants, and one for program improvement. This allows for greater discretion on the part of the planners in designing programs to meet each State's particular needs.

(3) **Set-asides:** The minimum set-asides for the disadvantaged (increased from 15 to 20 percent), handicapped (10 percent), and postsecondary and adult programs (15 percent),

must be specifically matched with an equal amount of State funding. Federal funds for State administration must also be matched with State funds. A new set-aside for guidance and counseling is established, which is a minimum of 20 percent of the program improvement block grant.

(4) **Coordination with other programs:** Emphasis is placed on coordination with related programs, particularly the Comprehensive Employment and Training Act (CETA). Local applications and the State plans must describe the coordination which is taking place between vocational education and CETA programs. Programs for handicapped must be consistent with the Education of the Handicapped Act (PL 94-142). The State Manpower Services Council, under CETA, must be represented in developing the five-year and annual State plans for vocational education. PL 94-482 mandates cross-representation between the State Advisory Council and the State Manpower Services Council (Sec. 105(a)(15)) and requires that they identify vocational education and employment and training needs of the State and assess the extent to which "vocational education, employment training, vocational rehabilitation, special education and other programs assisted under this and related Acts" are coordinated. Each Council must comment annually on the reports of the other. (See also Sec. 203, amendment to CETA). The same cross-representation and responsibilities pertain to the National Advisory Council and the National Commission for Manpower Policy at the national level. The report of the House Committee on Education and Labor (House Report No. 94-1085, May 4, 1976) states the Congressional Intent:

> *Advisory Councils*
>
> The Committee bill (section 105) proposes several sets of amendments to the requirements in present law regarding the national and State advisory councils on vocational education. The most important amendments seek to achieve a better coordination of activities between these councils and the councils created under the Comprehensive Employment and Training Act.
>
> The first effort at achieving this coordination is made by amending the Vocational Education Act and the Comprehensive Employment and Training Act to require that at least one member of the National Commission for Manpower Policy must serve on the National Advisory Council on Vocational Education and that at least one member of the State Manpower Services Council must serve on the State advisory council on vocational education. There are also amendments which require at least one person serving on the National Advisory Council on Vocational Education to serve on the National Commission and which require at least one person serving on the State advisory council on vocational education to serve on the State Manpower Services Council. These provisions for cross-memberships are meant to encourage these councils at the State and national levels to begin to work better together.
>
> The Committee wants to make clear that the requirement for cross membership from the State Manpower Council to the State advisory council on vocational education cannot be fulfilled by having the representative of the State board of vocational education, who by law must serve on the State Manpower Services Council, serve as this representative to the State advisory council. That practice would obviously thwart the result we are seeking to achieve.
>
> The Committee's bill also proposes that the National Commission for Manpower Policy and the National Advisory Council on Vocational Education work together to identify the vocational education and employment and training needs of the Nation and assess the extent to which all present programs are providing a coordinated approach to meeting those needs. The same responsibilities are placed on the State advisory councils on vocational education and on the State Manpower Services Councils. The intent here is obvious: to seek to achieve a better coordination of activities between these councils and to bring their respective expertise to bear on securing a total review of all of these programs so that they can all be assisted in meshing together better.

> Lastly, in another attempt at coordination the Committee's bill proposes that the respective national councils comment at least once annually on each other's work and that these comments be included in each other's reports. The same requirements are placed upon the State councils.

The Conference Report (House Report No. 94-1701, September 27, 1976), states:

> The managers wish to make clear their intention that this newly imposed duty on the State's Manpower Services Council to identify and assess manpower and vocational education needs in the State, and the identical duty newly placed upon the State advisory council, may be jointly performed by such councils if such councils determine that such joint efforts are possible within each one of the States. Furthermore, we encourage the same type of cooperation in the performance of similar duties by the National Advisory Council on Vocational Education and the National Manpower Commission.

(5) **Sex Stereotyping:** The Act contains a strong commitment throughout to the elimination of sex bias and sex stereotyping in vocational education. In fact, in its Declaration of Purpose, Title II of PL 94-482 states that

> it is also the purpose of this part to authorize Federal grants to States to assist them. . . to develop and carry out such programs of vocational education within each State so as to overcome sex discrimination and sex stereotyping in vocational education programs (including programs of homemaking), and thereby furnish equal educational opportunities in vocational education to persons of both sexes. . . .

Section 104(b) provides that each State must reserve $50,000 for the employment of full-time personnel to monitor and review programs and procedures with a view toward eliminating sex bias and stereotyping. The five-year and annual program plans must describe in detail the policies and procedures used to eliminate sex stereotyping (Sec. 107 (4)(A) and Sec. 108(b)(1)(C)(ii)). Basic grants may be used for program and support services for women in non-traditional job areas (Sec. 120(b)(1)(j) and (l)(iv)). Program improvement funds are authorized for activities to eliminate sex stereotyping through research (Sec. 131(a)(2) and (3)); exemplary and innovative programs which shall give priority to projects designed to reduce sex stereotyping (Sec. 132(b)); curriculum development (Sec. 133(a)(2)); and grants (Sec. 136). The National and State Advisory Councils are to include as members "women with backgrounds and experiences in employment and training and who are knowledgeable with respect to job discrimination" (House Report No. 94-1085).

EDUCATION AMENDMENTS OF 1976 (PL 94-482)
TITLE II – VOCATIONAL EDUCATION

* Outline Summary

Sec. 202. The Vocational Education Act of 1963 is amended to read as follows:

"TITLE I – VOCATIONAL EDUCATION
PART A – State Vocational Education Programs

Sec. 101. Declaration of Purpose

"to assist States in improving planning in the use of all resources available to them for vocational education and manpower training by involving a wide range of agencies and individuals concerned with education and training within the State in the development of the vocational education plans." Also

(1) to extend, improve, and where necessary, maintain existing programs;

(2) to develop new programs;

(3) to overcome sex discrimination and sex stereotyping in programs (including homemaking) thereby furnishing equal education opportunities for both sexes;

(4) to provide part-time employment for needy youths

"so that persons of all ages in all communities . . . will have ready access to vocational training or retraining which is of high quality . . . ."

SUBPART I: GENERAL PROVISIONS

Sec. 102. Authorizations of Appropriations

For Subpart 2 (Basic Grant) and Subpart 3 (Program Improvement and Supportive Services): $880,000,000 for FY 1978; $1,030,000,000 for FY 1979; $1,180,000,000 for FY 1980; $1,325,000,000 for FY 1981; and $1,485,000,000 for FY 1982.

For Subpart 4 (Special Programs for the Disadvantaged): $35,000,000 for FY 1978; $40,000,000 for FY 1979; $45,000,000 for FY 1980; $50,000,000 each for FY 1981 and 1982.

For Subpart 5 (Consumer and Homemaking): $55,000,000 for FY 1978; $65,000,000 for FY 1979; $75,000,000 for FY 1980; $80,000,000 each for FY 1981 and 1982.

For program planning and evaluation: $25,000,000 per year for FY 1978 through 1982.

Sec. 103. Allotments Among States

Commissioner to reserve 5 percent of funds under Part A, Subparts 2 and 3. From this amount, he shall transfer $3 million (minimum) to $5 million (maximum) per year to National Occupational Information Coordinating Committee. Remainder to be used by Commissioner for programs of national significance (Part B, Subpart 2).

From the remaining 95 percent, Commissioner will reserve not to exceed one percent for vocational programs for Indians, to be contracted directly with eligible tribes with any remaining portion transferred to Bureau of Indian Affairs. Funds to be matched by BIA.

All remaining funds to be allocated by formula to states. Of the funds allocated to each state, 80 percent shall be for Subpart 2, and 20 percent for Subpart 3.

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* While this summary provides a fairly comprehensive overview of the Vocational Education Amendments of 1976, it obviously does not include all the detail provided by the Act itself. Copies of PL 94-482 can be obtained by writing or calling your Congressman (main Capitol telephone number (202) 224-3121).

This summary includes provisions of PL 95-40, the Technical Amendments to Title II of PL 94-482.

Sec. 104. State Administration

Each State to establish or designate a State Board or agency to be sole State agency. Responsibilities to include:

(1) coordination of development of policy;

(2) coordination of development and submission of five-year State Plan and annual program plan and accountability report;

(3) consultation with State Advisory Council and others involved in planning.

With exception of above, State Board may delegate other responsibilities.

State Board shall certify to Commissioner any delegation of responsibility, with specifics, and certify that each of the agencies, councils, or individuals required by the act to be involved in formulating the State Plans have been afforded such opportunity.

Each State shall reserve $50,000 from its funds under Part A, Subpart 2 (Basic Grant) to provide such full-time personnel as may be necessary to identify and eliminate sex bias and stereotyping in vocational education programs for students and employees, and to make such information available to National and State Advisory Council, State Commission on the Status of Women, the Commissioner, and the general public.

Sec. 105. State and Local Advisory Councils

Each State to certify establishment of State Advisory Council. Members shall be appointed for three-year terms by Governor or elected State Board. Majority of members shall not be educators or administrators in field of education.

Membership to include one or more persons representing: (1) management; (2) labor; (3) agriculture; (4) industrial and economic development agencies; (5) community and junior colleges; (6) other postsecondary institutions; (7) special knowledge of vocational education, but not involved in administration; (8) vocational programs in comprehensive secondary schools; (9) non-profit private schools; (10) vocational guidance and counseling; (11) state correctional institutions; (12) local level vocational teacher; (13) local level superintendent or administrator; (14) local school board member; (15) State Manpower Services Council; (16) disadvantaged; (17) women with experience in employment and training programs with knowledge of sex discrimination in job training and employment and sex stereotyping in vocational education, including minority women with knowledge of racial discrimination; (18) handicapped; (19) general public; (20) vocational students.

Members may not represent more than one of the above categories. There shall be appropriate representation of both sexes, racial and ethnic minorities, and geographic regions. Section 203 (b)(2) amends CETA to provide for membership of SACVE on State Manpower Services Council.

Council to select its chairman. The time, place and manner of meeting, as well as Council operating procedures and staffing, shall be as provided by the rules of the State Advisory Council, except one meeting will be open to public to give public a chance to express their views.

Council shall advise State Board on development of five-year plan and annual program plan and accountability report, and advise on policy matters arising out of the administration of programs.

Council shall evaluate programs, services, and activities, and publish and distribute results.

Council shall submit to Commissioner and National Advisory Council, through State Board, an annual evaluation report, accompanied by such comments of the State Board as the Board deems appropriate which

(1) evaluates programs in light of the five-year plan and the annual program plan, including consideration of program evaluation reports developed by the State Board and State Board analysis of distribution of Federal funds; and

(2) recommends changes in programs, services, and activities as may be deemed necessary.

(3) Identify, after consultation with State Manpower Services Council, the vocational education and employment and training needs, and assess extent to which vocational education,

employment, training, vocational rehabilitation, special education, and other programs represent consistent, integrated, coordinated approach.

(4) Comment, at least once annually, on the reports of the State Manpower Services Council.

Council authorized to obtain services as needed, to carry out functions, independent of programmatic and administrative control by other State boards, agencies, and individuals.

Council funding: $8,000,000 for FY 1978, $8,500,000 for FY 1979, $9,000,000 for FY 1980, $10,000,000 for FY 1981, $10,000,000 for FY 1982. No Council to receive more than $200,000 nor less than $75,000.

The expenditure of these funds is to be determined solely by the State Advisory Council for carrying out its functions under this Act, and may not be diverted or reprogramed for any other purpose by any State board, agency or individual. Each Council shall designate an appropriate State agency or other public agency, eligible to receive funds under this Act, to act as its fiscal agent for purposes of disbursement, accounting, and auditing.

Each eligible recipient shall establish a local advisory council to provide advice on current job needs and relevancy of courses in meeting such needs. Local Councils to represent general public, especially business, industry, labor. May be established for program areas, schools, communities, or regions.

State Advisory Council shall make available to such local councils and local recipients such technical assistance as may be requested to establish and operate councils.

Sec. 106. General Application

To provide assurances of proper administration; to assure that State board will cooperate with State Advisory Council and other agencies, councils, and individuals with respect to planning; that annual applications from recipients be developed in consultation with local advisory council and describe area needs; that programs are coordinated with CETA prime sponsors; that state will give priority to applicants in economically depressed areas and areas with high rates of unemployment.

Sec. 107. Five-Year State Plans

Each state to submit, during FY 1977 and each fifth year thereafter, a State Plan. In formulating the Plan, the state board shall involve the active participation of a representative of:

(1) State agency responsible for secondary vocational education;

(2) State agency, if any, responsible for postsecondary vocational education;

(3) State agency, if any, responsible for community and junior colleges;

(4) State agency, if any, responsible for institutions of higher education;

(5) local school board;

(6) vocational education teachers;

(7) local school administrators;

(8) State Manpower Services Council;

(9) State agency or commission responsible for comprehensive planning in postsecondary education, if any;

(10) State Advisory Council

Participation to include at least four meetings during planning year. First meeting before Plan is developed; second meeting to consider first draft; third meeting for rewrite; fourth meeting to approve final Plan.

If agreement not reached, State board to make final decision, but shall report in Plan the recommendations rejected and reasons therefor. Any agency or council dissatisfied with final decision of board, may appeal to Commissioner, who will conduct hearing and make determination. Any party involved which is dissatisfied with Commissioner's decision, may appeal to U.S. Court of Appeals.

Five-year plan to: (1) assess current and future needs for job skills; (2) set out explicitly goals for achieving those needs, including description of goals in terms of course and other training opportunities, projected enrollments, allocations of responsibilities among various levels of education and various institutions, allocation of all local, state, and federal funds, by levels and institutions, and reasons therefor; (3) explicitly set out uses of Federal, State and local funds for each year of the State plan. State will continue to use approximately the same amount of its basic grant for secondary programs in FY 1978 and 1979 as it used in FY 1975 and 1976, unless it can demonstrate in its plan the need to shift funds. (4) explicitly set out uses of funds for basic grant programs, research, disadvantaged, consumer and homemaking, handicapped, and bi-lingual; (5) set forth policies and procedures to assure equal access by both women and men and eliminate sex discrimination; (6) coordinate manpower training programs and vocational education.

Sec. 108. Annual Program Plans and Accountability Reports

Requires three meetings per year between State board and the agencies, councils, and individuals involved in planning. If agreement cannot be reached, same process is followed as under five-year plan.

All plans to be submitted to Commissioner by July 1 of each year. Annual plan to (1) update five-year plan, if needed; (2) show how funding for that year complies with five-year plan; (3) set forth explicit use of funds for that year for various purposes in bill; (4) show proposed distribution to local recipients and how it complies with application from recipients; (5) show results of sex discrimination; (6) indicate participation of local advisory councils; (7) report explicitly on how the prior year's program achieved goals of five-year plan; (8) describe use of funds for prior year for various purposes, and results achieved; (9) contain a summary of Commissioner's evaluation and how the evaluation is being used to improve programs.

Sec. 109. Submission of Plans; Withholding and Judicial Review

Commissioner shall not approve plans until he makes specific findings, in writing, with respect to compliance with act, achievement of goals. He must also receive assurances that personnel assigned to review sex discrimination in the state have had opportunity to review plan, and state has complied with nationally uniform definitions and information elements.

Commissioner to provide opportunity for hearing on plan before withholding funds to any state not providing suitable plan. Any state dissatisfied with Commissioner's action may appeal to U.S. Court of Appeals.

Any eligible recipient of funds dissatisfied with state board's decision regarding recipient's application for grant may appeal to U.S. Court of Appeals.

Sec. 110. National Priority Programs

Handicapped: at least 10 percent of each state's allotment shall be used to pay up to 50 percent of programs for the handicapped.

Disadvantaged: at least 20 percent shall be used to pay up to 50 percent of programs for disadvantaged, including bi-lingual, and for stipends.

Postsecondary: at least 15 percent to pay up to 50 percent of programs at postsecondary level.

To the extent possible, mainstreaming for handicapped and disadvantaged encouraged.

Sec. 111. Payments to States

Provides for 50-50 matching of state and local to federal funds. For state administration, 80 percent federal share for FY 1978, 60 percent for FY 1979, and 50 percent thereafter, except that Commissioner may provide up to 100 percent in FY1978 under special circumstances. Basic grant funds shall be used for the Federal share of State administration. Basic grant funds may also be allocated for local supervision, up to a certain percentage.

Requires maintenance of fiscal effort based on per pupil or aggregate expenditures, for vocational education, for local and state education agencies, and postsecondary educational institutions.

Sec. 112. Federal and State Evaluations

Within four months of receipt, Commissioner must send back an analysis of a state's annual program plan and accountability report, including suggestions for improvement.

Bureau of Occupational and Adult Education shall conduct reviews analyzing strengths and weaknesses of state programs, in at least 10 states per year beginning October 1, 1977, and ending September 30, 1982. In the same period, Dept. of HEW shall conduct fiscal audits in those states.

States shall evaluate effectiveness of each program in the state. Results shall be used to revise state's programs, and shall be made readily available to the State Advisory Council.

States shall evaluate each program which purports to impart entry level job skills according to extent to which completers and leavers (1) find related employment; (2) are considered by employers to be well-trained – except that pursuit of additional education shall not be considered negatively in these evaluations.

In fulfilling these requirements, state shall consult with State Advisory Council. SACVE shall use these evaluations in compiling its annual report.

Commissioner to use all this information for annual report to Congress on status of vocational education in the country.

SUBPART 2: BASIC GRANT

Sec. 120. Authorization of Grants and Uses of Funds

80 percent of available funds for (1) vocational education programs; (2) work/study programs; (3) cooperative education programs; (4) energy education programs; (5) construction of area vocational facilities; (6) support of full-time personnel to eliminate sex discrimination; (7) stipends for needy students; (8) student placement services; (9) industrial arts; (10) support services for women; (11) day care services for children of students; (12) residential vocational schools; (13) vocational education for former homemakers who must seek jobs due to break-up of marriage, single heads of households who lack adequate job skills, current homemakers or part-time workers who wish full-time employment, women and men who wish to seek employment in jobs traditionally considered to be for the other sex; (14) training in private vocational institutions (proprietary); (15) State administration and local supervision.

Sec. 121. Work Study Programs

Provides that funds may be used for work study programs for full time students aged 15 to 21. Employment shall be for local education agency or other public or nonprofit private agency or institution, for a reasonable number of hours per week, and compensation shall not exceed payments under other comparable Federal programs.

Sec. 122. Cooperative Vocational Education Programs

Funds may be used for establishing or expanding cooperative programs with the participation of public and private employers. Authorizes reimbursement of added costs to employers for on-the-job training. Provides for ancillary services and activities.

Sec. 123. Energy Education

Funds may be used for grants to postsecondary institutions to carry out programs for training of miners, supervisors, technicians, and environmentalists in field of coal mining and for training installers of solar energy equipment.

Sec. 124. Residential Vocational Schools

Funds may be used for construction, equipment, and operation of residential vocational education schools for youths aged 15 to 21. Special consideration shall be given to the needs of large urban areas and isolated rural areas having substantial dropout and unemployment rates. Prohibits racial segregation or assignment of juveniles as the result of their delinquent conduct.

SUBPART 3: PROGRAM IMPROVEMENT AND SUPPORTIVE SERVICES

Sec. 130. Authorization of Grants and Uses of Funds

20 percent of available funds for (1) research programs; (2) exemplary and innovative programs; (3) curriculum development; (4) guidance and counseling; (5) teacher training; (6) grants to overcome sex bias.

Sec. 131. Research

Funds may be used for support of State research coordinating units and for contracts by those units for (1) applied research and development; (2) projects to test effectiveness of research findings, including overcoming problems of sex bias; (3) improved curriculum materials for presently funded programs and new materials for new and emerging job fields, including elimination of sex bias in materials; (4) projects in development of new careers and occupations; (5) dissemination of research results.

Research shall result in improved teaching techniques or curriculum materials that will be used in a substantial number of classrooms or other learning situations within five years after termination of contract.

Sec. 132. Exemplary and Innovative Programs

Funds may be used for programs in urban, rural areas, bi-lingual programs; correlation between education and manpower agencies to correlate vocational education opportunities with labor market needs; programs to broaden occupational aspirations and opportunities for disadvantaged.

Annual program plan and accountability report shall indicate proposed disposition of project following cessation of Federal support, and means by which successful or promising projects will be continued.

Sec. 133. Curriculum Development

Funds may be used for contracts for curriculum development, including (1) development and dissemination of materials for new and changing occupational fields and for individuals with special needs; (2) materials designed to overcome sex bias, and support services designed to enable teachers to meet needs of students enrolled in programs traditionally limited to members of opposite sex.

Contract must result in improved teaching techniques or curriculum materials that will be used in substantial number of classrooms within five years of termination of contract.

Sec. 134. Vocational Guidance and Counseling

No less than 20 percent of funds available under section 130 shall be used to support one or more of the enumerated programs and services in vocational guidance and counseling for children, youth and adults, including: educational and job placement services, training for counselors to acquaint them with changing work patterns of women, and to help them assist women and overcome sex bias; counseling for youth offenders and adults in correctional institutions; bi-linqual counseling programs; vocational resource centers for out-of-school individuals; bringing persons from business, professions and other fields into schools as counselors or advisors, bringing students into working establishments, and giving counselors experience in business, the professions, etc.

Sec. 135. Vocational Education Personnel Training

Funds may be used for programs to improve qualifications of teachers, administrators, supervisors, and vocational guidance and counseling personnel. Includes retraining in new and emerging fields, training to overcome sex bias, exchange of vocational teachers with workers in business, industry, and agriculture. Prepare journeymen for teaching positions. Bi-lingual programs to improve teaching of persons with limited English-speaking ability. Provides stipends.

Sec. 136. Grants to Assist in Overcoming Sex Bias

Funds may be used to support activities which show promise of overcoming sex stereotyping and bias in vocational education.

SUBPART 4: SPECIAL PROGRAMS FOR THE DISADVANTAGED

Sec. 140.

The authorizations in Sec. 102 for Special Programs for the Disadvantaged shall be used for allocation in the states to areas of high youth unemployment and dropouts, and shall pay the full cost of vocational education for such persons. Provides for participation of students in non-profit private schools. Federal funds for students in non-profit private schools not to be commingled with state or local funds.

SUBPART 5: CONSUMER AND HOMEMAKING EDUCATION

Sec. 150.

Funds under Sec. 102 for this subpart may be used for programs including consumer education, food and nutrition, family living and parenthood education, child development and guidance, housing and home management, and clothing and textiles. Encourage participation of both sexes. Encourage elimination of sex stereotyping.

Give greater consideration to economic, social, and cultural conditions and needs in economically depressed areas, and include bi-lingual instruction.

Encourage outreach to aged, young children, school-age parents, single parents, handicapped, educationally disadvantaged, and programs for health care delivery and services for courts and correctional institutions.

Ancillary services, such as teacher training, curriculum development, research, program evaluation, special demonstration programs, state administration.

50 percent Federal matching funds, except for 90 percent Federal funds in economically depressed areas. At least one-third of Federal funds under this section shall be used in such areas.

PART B — National Programs

SUBPART 1: GENERAL PROVISIONS

Sec. 160. Federal Administration

Establishes Bureau of Occupational and Adult Education in USOE. (This language repeats existing law, but its purpose is to transfer the language from the Higher Education Act, where it now resides, to Vocational Education Act.)

Commissioner shall assign to the Bureau by end of FY 1978 at least 50 percent more persons to directly administer vocational education programs than were assigned during FY 1976.

Sec. 161. Vocational Education Data and Occupational Information Data Systems

Commissioner and Administrator of National Center for Education Statistics shall, by Sept. 30, 1977, jointly develop information elements and uniform definitions for a national vocational education data reporting and accounting system. To include information on students by race and sex, programs, program completer and leavers, staff, facilities, expenditures.

State shall cooperate in supplying information required and shall comply in its reports with information elements and definitions developed.

Establishes a National Occupational Information Coordinating Committee consisting of Commissioner, Administrator, Commissioner of Labor Statistics, Assistant Secretary for Employment and Training. Committee shall improve coordination between vocational education and manpower planners and others at Federal, state and local levels.

Committee shall develop and implement, by Sept. 30, 1978, an occupational information system to meet common needs of planners, including data on occupational demand and supply based on uniform definitions, standardized estimating procedures, and standardized occupational classifications.

Each state shall establish a State occupational information coordinating committee by Sept. 30, 1977, with funds available from the National Coordinating Committee.

Sec. 162. National Advisory Council on Vocational Education

The NACVE shall continue to exist through FY 1982. Membership shall include:

(1) representatives of labor and management, including persons with knowledge of semi-skilled, skilled, and technical employment;

(2) representatives of new and emerging occupational fields;

(3) vocational guidance and counseling;

(4) National Commission for Manpower Policy;

(5) non-profit private schools;

(6) women with backgrounds in employment and training programs, knowledgeable with respect to sex discrimination, including minority women;

(7) knowledgeable about administration of state and local programs, including members of school boards and private institutions;

(8) experienced with education of handicapped and bi-lingual;

(9) familiar with special problems of disadvantaged;

(10) familiar with postsecondary and adult vocational programs;

(11) familiar with problems in correctional institutions;

(12) representatives of general public, including parents and students, not represented in above categories, and who shall constitute not less than one-third of total membership.

Majority of members shall not be educators. Appropriate representation of both sexes, racial and ethnic minorities, and geographic regions. President selects Chairman. Meets at call of Chairman, but not less than four times a year.

The NACVE shall:

(1) advise President, Congress, Secretary, and Commissioner concerning administration of, preparation of general regulations and budget requests for, and operation of, vocational education programs under the act;

(2) review administration and operation of programs under this act, and other pertinent laws affecting vocational education and manpower training, make recommendations with respect thereto, and make annual reports of its findings and recommendations (including recommendations for changes in the provisions of this act and other pertinent laws) to President, Congress, Secretary, and Commissioner;

(3) make such other reports or recommendations to President, Congress, Secretary, Commissioner, or head of any other Federal department or agency as it may deem desirable;

(4) identify, after consultation with National Commission for Manpower Policy, vocational education and employment and training needs of the Nation and assess extent to which vocational education, employment training, vocational rehabilitation, special education, and other programs under this and related acts represent a consistent, integrated, and coordinated approach to meeting such needs; and comment, at least once annually, on reports of National Commission;

(5) conduct such studies, hearings, or other activities it deems necessary to enable it to formulate appropriate recommendations;

(6) conduct independent evaluations of programs carried out under this act and publish and distribute results;

(7) provide technical assistance and leadership to State Advisory Councils, in order to assist them in carrying out their responsibilities.

Authorized $450,000 for FY 1978; $475,000 for FY 1979; $500,000 for each year through FY 1982.

SUBPART 2: PROGRAMS OF NATIONAL SIGNIFICANCE

Sec. 171. Program Improvement

Funds reserved for the Commissioner under Sec. 103 shall be used primarily for contracts, and in some cases for grants, for activities under sections 131 through 136, if deemed to be of national significance.

Support of a national center for vocational education research, chosen once every five years, which shall have contracts with one or more regional research centers, and such other locations as Commissioner may determine. Center shall conduct applied research and development on problems of national significance, provide leadership development through advanced study center and in-service training for state and local leaders, disseminate research results, develop information to facilitate national planning and policy development, act as clearinghouse on state contracts under sections 131, 132, 133 and Commissioner's contracts, develop methods of evaluating programs.

Grants shall result in research that will be used in a substantial number of classrooms or other learning situations within five years. Contracts shall take into account participation of students in non-profit private schools.

Commissioner shall make contracts for conversion of armed forces curriculum to civilian use.

Establishes Coordinating Committee on Research in Vocational Education composed of Commissioner, Director of National Institute of Education, and Director of Fund of the Improvement of Postsecondary Education.

Committee shall establish national priorities for vocational education research, career education research, education and work research, development, exemplary and innovative program projects, and curriculum development projects.

Sec. 172. Training and Development Programs for Vocational Education Personnel

Provides advanced study for vocational education teachers; training for certified teachers in other fields to become vocational instructors if they have requisite skills, and training for persons in industry with skills to become teachers.

The Commissioner shall approve the institutions participating in the program upon certain findings.

SUBPART 3: BI-LINGUAL VOCATIONAL TRAINING

Sec. 181. Statement of Findings

Sec. 182. General Responsibilities of the Commissioner

Regulations shall be consistent with regulations under CETA, and shall be approved by Secretary of Labor.

Sec. 183. Authorization of Appropriations

$60,000,000 for FY 1978; $70,000,000 for FY 1979; $80,000,000 for FY 1980; $90,000,000 for FY 1981; $80,000,000 for FY 1982.

Sec. 184. Authorization of Grants

65 percent of funds are for grants and contracts for bi-lingual vocational programs by state and local agencies, postsecondary institutions, private non-profit vocational institutions, and other non-profit organizations especially created to serve limited English-speaking persons. Shall include instruction in English language to insure that students will be able to operate in environments where English is language normally used. Private for-profit agencies and organizations also eligible.

Sec. 185. Use of Federal Funds

Programs in postsecondary institutions, and programs for persons already in the labor market.

Sec. 186. Authorization of Grants for Instructor Training Programs

Provides for teacher training.

Sec. 187. Use of Federal Funds

Provides pre-service and in-service training.

Sec. 188. Authorizations of Grants for Development of Instructional Materials, Methods, and Techniques

Sec. 189. Use of Federal Funds

Grants under Sec. 188 may be used for research, dissemination, training, demonstration, and pilot programs.

Sec. 189 A and B. Describes Application Procedures

SUBPART 4: EMERGENCY ASSISTANCE FOR REMODELING AND RENOVATION OF VOCATIONAL EDUCATION FACILITIES

Sec. 191. Purpose

Provide emergency assistance for limited time to local education agencies in urban and rural areas with aging and obsolete equipment and facilities.

Sec. 192. Authorizations of Appropriations

$25,000,000 for FY 1978; $50,000,000 for FY 1979; $75,000,000 for FY 1980; $100,000,000 for FY 1981.

Sec. 193. Applications

Local agency shall submit application to Commissioner describing condition of facility or equipment to be renovated or replaced, and certain other information and assurances. Commissioner shall approve applications using certain criteria, and rank according to need. Commissioner shall pay 75 percent of approved projects until funds are exhausted. He may pay the full cost under certain conditions. Projects must meet standards of Architectural Barriers Act.

PART C – Definitions

Sec. 195.

Vocational education means organized educational programs which are directly related to the preparation of individuals for paid or unpaid employment, or for additional preparation for a career requiring other than a baccalaureate or advanced degree; and, for purposes of this paragraph, the term 'organized education program' means only (a) instruction related to the occupation or occupations for which the students are in training or instruction necessary for students to benefit from such training, and (b) the acquisition, maintenance, and repair of instructional supplies, teaching aids and equipment; and the term 'vocational education' does not mean the construction, acquisition or initial equipment of buildings or the acquisition or rental of land.

Disadvantaged means persons with academic or economic handicaps.

Administration means activities of a State necessary for the proper and efficient performance of its duties under the act, including supervision, but not including ancillary services.

Contains various other definitions.

Sec. 204. Repeals

Title V, Part F, Education Professions Development Act
Title X, Part B, Higher Education Act
Sec. 1071, Higher Education Act

TITLE III – EXTENSIONS AND REVISIONS OF OTHER EDUCATION PROGRAMS

PART C – Career Education and Career Development

Sec. 331.

Provides $10 million for FY 1978 for assistance to States for planning career education programs. This is in addition to the $10 million annual authorization for the Office of Career Education provided under another law.

TITLE IV – GENERAL EDUCATION PROVISIONS

Sec. 411. Presidential Advisory Councils

Members of Presidential advisory councils shall continue to serve, regardless of any other provision of law limiting their terms, until the President appoints other members to fill their positions.

COMPREHENSIVE EMPLOYMENT AND TRAINING ACT OF 1973 (PL 93-567)

Summary

The Comprehensive Employment and Training Act (CETA) was signed into law on December 28, 1973, and later amended by the Emergency Jobs and Unemployment Assistance Act of 1974, the Emergency Jobs Programs Extension Act of 1976, and the Youth Employment Act of 1977. It is the purpose of CETA to provide training, employment, and other services leading to unsubsidized employment for economically disadvantaged, unemployed, and underemployed persons. Programs are administered by prime sponsors, which, for the most part, are States and units of general local government of 100,000 or more population.

The several titles of CETA authorize a variety of activities as follows:

Title I: Grants to State and local governments for comprehensive manpower services such as recruitment, testing, and placement services; classroom and on-the-job training; work experience programs; supportive services needed for persons to participate in employment or training programs; and transitional public employment programs, all of which are for the unemployed, underemployed, and the economically disadvantaged.

Title II: Grants to State and local governments qualifying under Title I or Indian tribes on federal or State reservations, for programs of transitional public service employment in areas with 6.5 percent or higher unemployment for three straight months. Maximum annual subsidy of $10,000 per job excluding fringe benefits. Participants must be underemployed or jobless workers unemployed at least 30 days.

Title III: Nationally sponsored and supervised training and job placement programs for special groups such as youth, offenders, older workers, persons of limited English-speaking ability, Indians, migrant and seasonal farm workers, and others with particular labor market disadvantages. Also such nationally operated programs as research and development, labor market information, and job banks.

Title IV: The Job Corps, a residential program of intensive education, training, and counseling for disadvantaged young men and women 16 through 21, operated at 60 centers across the country.

Title V: Establishes a National Commission for Manpower Policy, appointed by the President, composed of federal, State, and local elected officials involved in manpower programs; persons served by manpower programs; and members of the general public. The purpose is to identify the nation's manpower needs and goals, conduct research, evaluate the effectiveness of any federally-assisted manpower development programs, and report annually to the President and the Congress. There is cross-representation of membership between the Commission and the National Advisory Council on Vocational Education. At the State level, there is cross-representation between the State Manpower Services Council and the State Advisory Council on Vocational Education.

Title VI: Grants for emergency public employment programs to augment the number of subsidized jobs available under Title II during the period of severe unemployment. Title II requirements, such as transitional jobs and previous unemployment of 30 days, are modified somewhat because of the emergency nature of the program.

Title VII: General provisions applicable to all titles such as definitions, conditions of work and training, and prohibitions against discrimination and political activities.

Title I, and the Youth Employment Act, are the major training provisions of CETA, and it is these components which are of primary interest to vocational education.

Under Title I, 80 percent of the authorized funds are distributed to prime sponsors using a formula provided in the Act, with the remaining 20 percent distributed as follows: 5 percent for grants to Governors for vocational training services; 4 percent to Governors for flexible State activities; up to 5 percent for consortia incentives; and the remaining 6 percent for the Secretary of Labor's discretionary use.

The five-percent funds for vocational education are allocated to the Governors of the States to provide needed vocational education and services for prime sponsors through State vocational education boards. A financial, statistical, and narrative plan must be developed by the prime sponsor in conjunction with the State vocational education board for the expenditure of the funds by the vocational education board in the prime sponsor's area. The plan must be signed by both the prime sponsor and the State Board. It is called a non-financial agreement because none of the five-percent funds are actually passed through to the prime sponsor. The funds cannot be spent if the agreement is not negotiated. The five-percent fund is a minimum, designed to promote coordination and cooperation between CETA and vocational education. The prime sponsor can obligate as much additional Title I money for vocational education as it wishes.

The same incentive for coordination is provided in the Youth Employment Act, which provides that 22 percent of the Youth Employment and Training Programs (subpart 3) shall be used for programs for in-school youth carried out pursuant to agreements between prime sponsors and local education agencies.

YOUTH EMPLOYMENT ACT OF 1977 (PL 95-93)

Summary

Title I: Young Adult Conservation Corps: To provide employment for youths 16 to 23 years of age in conservation work and other public projects on federal and non-federal public lands and waters (becomes Title VIII of CETA)

Title II: Youth Employment Demonstration Programs: (amends Title III of CETA)

Subpart 1: Youth Incentive Entitlement Pilot Projects. A pilot program to guarantee otherwise unavailable part-time employment, or combination of part-time employment and training, for economically disadvantaged youth aged 16 to 19, during the school year who resume or maintain attendance in secondary school, and full-time summer employment. Education agencies and institutions qualify as employers under this subpart. The prime sponsor must provide assurances that it has consulted with educational agencies, including vocational education, in the development of the plan. Youths between 19 and 25 who have not received a high school diploma are eligible if they enroll in a program which leads to a certificate of high school equivalency.

Subpart 2: Youth Community Conservation and Improvement Projects. To supplement Title I of CETA, to provide employment, work experience, skill training, and opportunities for community service for unemployed youth aged 16 to 19. In its proposal, the prime sponsor must describe arrangements made with school systems, including school cooperative programs; describe plans to coordinate training and work experience with school-related programs, including the awarding of academic credit; and provide assurances that projects will permit eligible youth to coordinate their jobs with classroom instruction and, to the extent feasible, receive credit.

Subpart 3: Youth Employment and Training Programs. Provides work experience in community betterment activities, including parks, neighborhood cleanup and revitalization, weatherization of low-income housing, etc. Provides related training and services, including career counseling, education-to-work transition, training information, attainment of high school equivalency, vocational exploration, institutional and on-the-job training including development of basic skills and job skills, programs to overcome sex-stereotyping in job development and placement, etc.

Not less than 22 percent of the funds allocated to each prime sponsor under subpart 3 for these purposes shall be used for programs for in-school youth carried out pursuant to agreements between prime sponsors and local education agencies. Each such agreement shall describe in detail the employment opportunities and appropriate training and supportive services which shall be provided to eligible participants who are enrolled or who agree to enroll in a full-time program leading to a secondary school diploma, a junior or community college degree, or a technical trade school certificate of completion. Eligible applicants shall be youth who are unemployed, underemployed, or are in school and are 16 to 21 years of age. Eligibility may be extended in some cases to in-school youth, aged 14 and 15.

The law provides that each prime sponsor must establish a youth council to assist in project planning, as follows:

> Each youth council established by an eligible applicant shall be responsible for making recommendations to the planning council established under section 104 of this Act with respect to planning and review of activities conducted under this subpart and subpart 2. Each such youth council's membership shall include representation from the local educational agency, local vocational education advisory council, post-secondary educational institutions, business, government and non-government agencies and organizations which are involved in meeting the special needs of youths in the community served by such applicants, the prime sponsor, and youths themselves. (Section 34(b)).

The programs for in-school youth (22 percent) are subject to the following conditions:

> 346(c) No program of work experience for in-school youth supported under this subpart shall be entered into unless an agreement has been made between the prime sponsor and a local educational agency or agencies, after review by the youth council established under subsection (b) of this section. Each such agreement shall –

(1) set forth assurances that participating youths will be provided meaningful work experience, which will improve their ability to make career decisions and which will provide them with basic work skills needed for regular employment not subsidized under this in-school program;

(2) be administered, under contracts with the prime sponsor, by a local educational agency or agencies or a postsecondary educational institution or institutions within the area served by the prime sponsor, and set forth assurances that such contracts have been reviewed by the youth council established under subsection (b) of this section;

(3) set forth assurances that job information, counseling, guidance, and placement services will be made available to participating youths and that funds provided under this program will be available to, and utilized by, the local educational agency or agencies to the extent necessary to pay the cost of school-based counselors to carry out the provisions of this in-school program;

(4) set forth assurances that jobs provided under this program will be certified by the participating educational agency or institution as relevant to the educational and career goals of the participating youths;

(5) set forth assurances that the eligible applicant will advise participating youths of the availability of other employment and training resources provided under this Act, and other resources available in the local community to assist such youths in obtaining employment;

(6) set forth assurances that youth participants will be chosen from among youths who are eligible participants who need work to remain in school, and shall be selected by the appropriate educational agency or institution, based on the certification for each participating youth by the school-based guidance counselor that the work experience provided is an appropriate component of the overall educational program of each youth.

CHAPTER III: ORGANIZATION, OPERATION AND INDEPENDENCE OF SACVES

This chapter will be devoted to the operation of SACVEs in terms of organizational requirements and staff activities. Because the independence of State Advisory Councils is central to their operation, a compilation of authoritative sources on the subject has been added.

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ORGANIZATION AND OPERATION

Establishment requirements

Section 105(a) of PL 94-482, Title II, provides that a State wishing to receive funds under the Act must establish a State Advisory Council on Vocational Education. Members are to be appointed by the Governor, or in States where members of the State Board of Education are elected, by the State Board. Section 104.91(b) of the regulations requires that in order for appointment power to be vested in the State Board, the majority of members must be elected by the State Legislature, by popular election, or by districts.

Certification

The State must certify to the U.S. Commissioner of Education the establishment of its State Advisory Council on Vocational Education not less than 90 calendar days prior to the beginning of each fiscal year (Sec. 105(b)).

Membership categories

Section 105(a) of the law requires that membership on the Council include representatives of the following agencies, areas, groups, and individuals:

- Management
- labor
- agriculture
- industrial and economic development agencies
- community and junior colleges
- institutions of higher education, area vocational schools, technical institutes and post-secondary agencies or institutions providing vocational education and training
- non-administrators of vocational education with special knowledge, experience, or qualifications with respect to vocational education
- public programs of vocational education in comprehensive secondary schools
- nonprofit private schools
- vocational guidance and counseling
- vocational education teachers in local education agencies
- superintendents or other administrators of local education agencies
- local school boards
- CETA State Manpower Services Council
- school systems with large concentrations of persons with special academic, social, economic, and cultural needs and persons with limited English-speaking ability
- women with backgrounds in employment and training programs knowledgeable about sex discrimination and sex stereotyping in job training, vocational education and employment
- women who are members of minority groups with special knowledge about discrimination against such women in job training and employment
- persons with special knowledge, experience or qualifications with respect to the special education needs of physically or mentally handicapped persons
- vocational education students
- members of the general public

Section 105(a) also provides that no member may represent more than one category, that the majority must not be educators, and that there must be "appropriate representation" of both sexes, racial and ethnic minorities, and geographic regions.* Section 104.92(b)(4) of the regulations provides that in order to avoid conflict of interest, no member of the State Board or its staff involved directly in the administration of vocational education may be a member of the State Advisory Council.

Meetings and operating procedures

Each SACVE is required to meet within thirty days after certification is accepted by the Commissioner. The Council selects its own chairperson and, except for the provision that one public meeting per year must be held to give the public a chance to express its views, determines its own rules and operating procedures, staffing, manner of meeting, time, place and frequency.

Terms of appointment

Members are appointed for three-year terms (except in FY 1978 when a third are appointed for one-year terms, another third for two-year terms and the other third for three-year terms), with a third of the terms expiring each year. Any appointments made to fill vacancies are to be made only for the remainder of the unexpired term; however, any member whose term expires is eligible for re-appointment.

The chairperson presides over the meetings of the State Council. In electing a chairperson, some Councils have made it a policy to elect only non-educators to avoid any potential conflict of interest which may arise when the Council chairperson receives funding directly or indirectly from the State Department of Education. Such a policy is at the discretion of the individual Council. If an educator is selected, the Council may wish to choose a representative of the business/industry sector as its vice chairperson, if it has a vice chairperson.

Organizational structure

The organization of SACVEs varies widely. About the only committees they all have in common is an executive committee consisting of the chairperson, vice-chairperson (if there is one), and committee chairpersons. Other than that, Councils establish committees according to the provisions of the mandates and areas of emphasis. Two suggestions, based on the Council's mandate, include an evaluation committee (discussed on pp. 43-44), and a State Plan committee. Another suggestion is an annual goals committee responsible for recommending to the Council prioritized goals, activities for carrying them out, and time and funds required for each activity.

Development of by-laws

Since each State Advisory Council determines its own rules in terms of operational procedures, staffing and meeting, it needs to establish by-laws to address such considerations as frequency, time, place and manner of meeting, structure (procedures for establishment of committees, provision for Council officers), definition of a quorum, procedures for approval of Council business, Council policies with respect to staff, procedures for financial compensation, etc.

Staff activities

The law provides that each Advisory Council is authorized to establish whatever staff it needs to carry out its functions, so long as it does not hire anyone working for the state board, and to contract for whatever services it needs independent of any control of the state. Most Councils employ a full-time executive director to carry out the functions of the Council.

The following have been identified by State Advisory Councils as responsibilities of the staff:

Make all physical and business arrangements for all meetings, hearings, school visits, etc., held by the Council.

* In terms of representation of women, Section 104.92(b)(3) of the regulations suggests that the percentage of women in the work force or in the population be used to determine what is appropriate.

Prepare agenda for all Council and committee meetings in consultation with the Council or relevant committee chairpersons, and distribute the agenda so as to allow sufficient time for members to prepare themselves for full participation in the meetings.

Prepare minutes and reports of all Council and committee meetings, hearings, etc., and distribute meeting minutes and reports.

Arrange for a continuing flow to Council members of reports, data, statistics and other information available from federal, state and local agencies and organizations which may be pertinent to the deliberations of the Advisory Council and the work of its various committies.

Prepare and submit all documents and reports as required by state agencies, the U.S. Office of Education and any other federal agencies concerned with the Council.

Arrange for and conduct a full range of activities at the state and local levels designed to inform all segments of the public concerning the efforts of the Council in helping achieve improvement of occupational education throughout the state and arrange for full participation of Council members in such activities.

Maintain all files, records and mailing lists of the Council and its committees; train and supervise all other staff members of the Council.

Develop and maintain cooperative working relationships with staff of all regional, federal, state and local agencies and organizations, including the state legislature and the Governor's office, the National Advisory Council on Vocational Education, and the U.S. Office of Education, whose responsibilities and activities impinge on and have impact on the work of the Council; and arrange for interested Council members to be involved with these agencies and organizations, and vice versa.

Prepare and distribute State Council newsbulletin if the Council publishes one.

Represent the Council at meetings of various national, state and local agencies and organizations as requested by the chairperson either alone or in company with Council members.

Maintain close working relationships with consultants employed by the Council and its committees to assure complete understanding and fulfillment of contractual responsibilities.

Provide Council members and committees expert assistance based on personal background and continuing professional development, as well as through the utilization of qualified consultants, for establishing goals, analyzing, synthesizing and evaluating pertinent data and programs and preparing recommendations so that the Council can fulfill its mission and responsibilities.

Advise the Council on policy matters and legal requirements as to its operations and relationships with federal and state governmental agencies.

Arrange for appropriate writing, publication and distribution of special and legally required evaluation reports of the Council.

Facilitate the operation of the Council and its committees by developing schedules and procedures and providing requested supportive services.

Provide orientation of new Council members.

Provide a member handbook which may include:

Legislative authority for Council
Rules and by-laws
Members: name, address and telephone number for home and work
Committees established
List of key officials of state agencies and organizations
Annual goals and objectives
Meeting minutes
Description of Council reports

Fiscal operation

In order to receive its federal funds, the State Advisory Council is required to prepare and submit a budget to the U.S. Commissioner within sixty calendar days after the Commissioner's acceptance of the appointing authority's certification of the Council's establishment. After the Commissioner approves the budget, it is provided to the Council's fiscal agent.

Responsibilities of the fiscal agent

The fiscal agent is selected by the State Advisory Council from any state or public agency eligible to receive federal funds under PL 94-482. The duties of the fiscal agent are:

To act as a repository of Council funds;

To issue Council funds in payment of vouchers submitted by the SACVE in conformance with the approved budget;

To keep an account of the expenditure of Council funds;

To conduct an audit of Council funds at least every two years and send a copy of the audit report to the Commissioner.

All expenditure of Council funds must be in accordance with the budget as approved by the Commissioner. Within ninety days after the end of the fiscal year, the Council must submit a financial status report to the Commissioner.

To protect the fiscal independence of the State Advisory Council, the law allows the Council to select as its fiscal agent an agency outside the state administration as noted above. To further emphasize this independence, the law provides that the expenditure of Council funds "is to be determined solely by the State Advisory Council for carrying out its functions under this Act and may not be directed or reprogrammed for any other purpose by any state board, agency or individual". The only exception to this requirement is the following one provided by the regulations, Sec. 104.95(b):

Members of the State advisory council and its staff, while serving on the business of the Council, may receive subsistence, travel allowances and compensation in accordance with *State* law, regulations, and practices applicable to persons performing comparable duties and services (emphasis added).

SACVE INDEPENDENCE

The State Advisory Councils were organized to be advisers and independent evaluators of programs. Since their inception, the independence of the Councils has been a matter of concern. It was felt that the Councils could not make independent evaluations and recommendations if they were subject to control or undue influence by the administrators of the programs being evaluated. Over the years, this concern has generated a number of Congressional statements and changes in regulations to emphasize Congressional intent for independent councils, culminating in PL 94-482, designed to statutorily strengthen the independence of the Councils.

The following citations document the views of Congress and other bodies with respect to the independence of State Advisory Councils.

On Personnel of State Advisory Councils:

> The Committee [on Human Resources, U.S. Senate] believes these councils should be independent evaluators of the effectiveness of programs within the States and independent commentators on the advisability of the provisions of the State plans. This independence, especially from the State departments of education, is essential if the councils are to make sound, objective judgements. Therefore, the Committee is very concerned that the presence of State Directors of Vocational Education on several councils and the use of State department personnel by other councils seriously erodes the effectiveness of those councils. The Committee accordingly urges the Office of Education to review the operation of all the State councils and to require that State directors be excluded from membership and that funds appropriated for the councils go directly to the councils from the Office of Education to be used at the sole discretion of the councils for the employment of staff and for evaluations and studies.
>
> — Senate Report No. 91-634, January 21, 1970 (pp. 103-104)

Subsequent Change in Regulations, October 1970:

> The membership of the State Advisory Council shall exclude members of the State Board, State director of vocational education, and State board staff . . . .

On Financial Independence:

> . . . the Committee wants to emphasize again its intent that the State Advisory Councils on Vocational Education are to be independent of the State Boards of Vocational Education. This independence is absolutely essential if the Councils are to provide the State boards and the Federal government with objective judgements and recommendations concerning the vocational programs within the States. Therefore, the Office of Education is directed by the Committee to assure that each State Council is receiving and using its operating funds provided by the Amendments without obstruction from the State boards of vocational education.
>
> — Report of the House Committee on Education and Labor, on the Higher Education Act of 1971

On revising the regulations accompanying the 1968 Amendments to avoid interpretation that the State board must act as the Advisory Council's fiscal agent:

> The purpose of the revision was to ensure greater independence and autonomy on the part of the council by enabling it to handle its own fiscal, as well as other, affairs. Should the council designate the State board as its fiscal agent, the board would be acting in a capacity subordinate to the council, subject to the duty to account properly for the use of Federal funds, and thus could not make substantive changes in the council's budget on its own.
>
> — Letter from U.S. Office of Education to the Superintendent of Public Instruction in Indiana, December 13, 1970

From the Senate Committee on Labor and Public Welfare, in reporting the bill leading to PL 94-482 to the Senate:

> Some State councils are strongly independent of the State board for vocational education, controlling their own staffing, travel, and activities. Unfortunately, in other States councils may not have this autonomy. Council representatives have indicated that in some States the State director of vocational education refuses to allow the advisory council to perform evaluations at less than a State-wide level. This precludes any meaningful evaluation of a specific vocational program of a local educational agency or training institution. Aggregating data at the State level can only fuzz analysis of program strengths and weaknesses, defeating the purpose of evaluation.
>
> The Committee urges that State advisory councils be given access to the data necessary for them to undertake evaluations which will be useful to decision-makers. These councils are intended to be an independent voice in vocational education, not a mere extension of the program's administrators.
>
> — Senate Report No. 94-882, May 14, 1976

From the House Committee on Education and Labor; on the bill leading to PL 94-482:

> The independence of these councils is reaffirmed in the Committee's bill by a series of amendments requiring the councils to have control over their programming, administration and funds. These councils cannot perform their roles as independent evaluators of programs if they are beholden for their funds or for their administation to the administrators of the program they are evaluating . . .
>
> The Committee feels that the advisory councils have performed their functions well but that they have not reached their full potential. Obviously, the advisory councils share these feelings since sixty percent of the executive directors of the councils reported in a recent survey conducted for the North Carolina State advisory council that their councils had only a limited impact or some impact on State administration of the program. The Committee believes that the reasons for this limited impact are that the councils have not always had control over their funds and administration, that the State boards have not always involved them in drafting the State plans, that the State councils have not had access to local evaluations of programs, and that adequate data on vocational education and occupational demand have not been available. The Committee's bill has amendments seeking to remedy each one of these faults, and the Committee hopes that the implementation of these provisions will allow the State councils to reach their full potential in the years ahead.
>
> — House Report No. 94-1085, May 4, 1976

From PL 94-482 and accompanying Federal Regulations:

PL 94-482, Section 105 (c): The time, place and manner of meeting, *as well as council operating procedures and staffing,* shall be as provided by the State advisory council . . . (emphasis added)

PL 94-482, Section 105 (e): Each State advisory council is authorized to obtain the services of such professional, technical, and clerical personnel as may be necessary to enable it to carry out its functions under this Act and to contract for such services as may be necessary to carry out its evaluation functions, *independent of programmatic and administrative control by other State boards, agencies, and individuals* (emphasis added).

Regulations accompanying Section 105 (e):

> Such personnel shall not include members of the State board staff and shall be subject only to the supervision and direction of the State advisory council with respect to all services performed by them.
>
> — Sec. 104.95 (a) (1)

PL 94-482, Section 105 (f) (2): The expenditure of . . . [the Council's] funds is to be determined solely by the State advisory council for carrying out its functions under this Act, and

may not be diverted or reprogramed for any other purpose by any State board, agency or individual. Each council shall designate an appropriate State agency or other public agency, eligible to receive funds under this Act, to act as its fiscal agent for purposes of disbursement, accounting, and auditing.

Regulations implementing Section 105 (f) (2):

> [The Council, not the fiscal agent] is to "prepare and submit to the Commissioner . . . an annual budget covering the proposed expenditures of the State advisory council for the following fiscal year."
>
> — Sec. 104.93 (h)

CHAPTER IV: COUNCIL MANDATES

The specific mandates of the State Advisory Council are set forth in Section 105(c), (d) and (g) of PL 94-482, Title II. The following chapter will discuss each of these mandates and suggest alternatives for their implementation.

Page

Advise the State Board on the development of the five year State plan, annual plan, accountability report and on policy matters arising from administration of programs established under these documents 41

Evaluate vocational programs, services and activities assisted under this Act and publish and distribute the results thereof 42

Prepare and submit to the Commissioner and the National Advisory Council on Vocational Education an annual evaluation report 44

Identify, after consultation with the State Manpower Services Council, the vocational education and employment and training needs of the State, and assess the extent to which vocational education, employment training, vocational rehabilitation, and other programs assisted under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs 45

Hold at least one public meeting each year during which the public is given an opportunity to express views concerning the vocational education programs of the State 46

Provide technical assistance as requested to local advisory councils and recipients of PL 94-482 funds in the establishment and operation of local advisory councils 46

Each State Advisory Council shall –

Advise the State Board: (1) on the development of the five-year State plan; (2) annual plan; (3) accountability report; and (4) on policy matters arising from administration of programs established under these documents. (Sec. 105(d)(1))

PL 94-482 provides that any State wishing to receive federal funds shall submit to the U.S. Commissioner of Education a five-year plan in FY 1977 and every fifth year thereafter, an annual plan to be submitted for the up-coming fiscal year, and an accountability report for the previous year. The annual program plan and accountability report are due July 1st. A detailed account of the provisions of the plans is provided in the legislative summary, pages 15-16. The provisions of the five-year plan are set forth in Section 107 of PL 94-482, Title II and those of the annual plan and accountability report in Section 108.

(1) *Five-year plan:* The function of the five-year plan is to assess the State's current and future needs for job skills, establish five-year goals for meeting those needs in terms of courses and other training opportunities, and show the distribution of funds.

(2) *Annual program plan:* The annual plan updates the five-year plan for each year, taking into consideration new or more accurate data and changed requirements in funding; sets out the year's planned program for meeting the overall goals of the five-year plan; and presents the planned funding pattern for the year.

(3) *Accountability report:* The accountability report is designed to show the extent to which the State has achieved the goals of the five-year plan for the preceding year and how funds were used for that year.

(4) *Policy matters arising out of administration programs under State planning documents:* This section is designed to provide suggestions from SACVEs, based on their observations, concerning the need for new or changed policy designed to improve the effectiveness of the State's delivery system. Such policy could involve any of the plans, programs, services, activities and procedures provided for by the delivery system.

SACVE responsibility: In the State planning process, the law provides that in formulating its State plans, the State Board will involve the active participation of representatives of the State Advisory Council, the State Manpower Services Council, a local school board, vocational education teachers, local school administrators, and various designated State educational agencies (for complete listing, see legislative summary, p. 15). Representatives of these groups meet with the State Board four times in preparation of the five-year plan during the year it is being developed, and three times per year in preparation of the annual plan and accountability report.

The State Board has the responsibility for making the final decision on the provisions of the State plan. If the State Board rejects any recommendation made by an agency or an individual authorized to participate in the planning process, it must report these recommendations in the State plan, identifying them as to source, and give the reasons for rejection. Any authorized agency which disagrees with the provisions of the State plan may request a hearing from the U.S. Commissioner of Education. If either the State Board or agency involved is dissatisfied with the ruling which the Commissioner makes at the hearing, it may take it to the U.S. Court of Appeals for another hearing.

The right to appeal the decisions of the State Board provided for the first time by PL 94-482 somewhat alters the role of the State Advisory Council with respect to the planning process. Although its function – and that of all the other agencies which the State Board must consult – is primarily advisory, the right to appeal gives these agencies a degree of actual control over the composition of the State plans. Thus, Congress has shown that it attaches considerable importance to the advice of State Advisory Councils. Furthermore, since the hearing process is potentially a delaying factor, Congress would not have provided for it unless it had confidence in the judgment of the agencies with the right of appeal in requesting hearings. Implicit in this provision is the expectation that such requests will be based on substantive reasons, backed by good, solid evidence.

While many agencies, councils and individuals are required to participate in the State planning process, particular emphasis has been given to the participation of the State Advisory Council. Since the State Board is required to "involve the active participation" of the State Advisory Council, and since the State Advisory Council has been given the mandate to advise the State Board on the

development of the plans, the Council has two avenues for input into the State plan: one through its designated representative and the other involving the Council as a whole.

SACVE recommendations: As an approach to State planning, the following may serve as priorities to be addressed throughout the process:

(1) Flexibility of programs to respond to the needs of the consumers – students, business, industry

(2) Coordination of programs to avoid duplication

(3) Cost-effectiveness of recommendations

Concerning the goals of the State plans, the Council should bear in mind that after the fiscal year it will be required to prepare an annual report which evaluates the State's progress in meeting these goals (see page 44). Thus the Council will want to make sure that the goals and objectives of the plans are stated in measurable terms.

The following are among the techniques and sources SACVEs have used in making recommendations:

Cooperation with staff members of the State Department of Vocational Education in the preliminary planning process

* Attendance at the State Board hearings and synthesis of information gleaned

* Utilization of data gathered at the public hearing which the Council is required to conduct (see p. 46)

Surveys of various groups such as local advisory councils, local education agencies, school administrators, employers, teachers, students

Consideration of data provided by the State Department of Education, State employment service, State manpower development office, State economic development office, etc., on supply and demand

Utilization of accumulated knowledge of the Council concerning vocational education in the State – needs, problems, areas of strength.

Throughout the planning process, the SACVE should maintain close contact with the State Department of Vocational Education, the State Manpower Services Council, and the State Board.

Each State Advisory Council shall –

Evaluate vocational programs, services and activities assisted under this Act and publish and distribute the results thereof. (Sec. 105(d)(2))

The State Advisory Councils were established by Congress to evaluate how well the State Boards and State Departments of Education were meeting the occupational education needs of the youth and adults of their States. Other responsibilities, activities, and services of the Advisory Councils evolve from and must contribute to this basic mission. When the Advisory Council has been engaged in evaluative activities, it can offer consultative advice and assistance to the State Board in developing State plans, or make recommendations for change worthy of consideration by the State Board or State Department of Education.

Drawing upon the expertise of the individual members with experience in the areas being evaluated, some of the evaluative activities which State Advisory Councils conduct are:

Formal and informal visits to individual schools (see pp. 56-57)

Public meetings and hearings

Studying the research reports of educators, trainers, and others engaged in manpower development

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* Since the State Board is required to conduct a hearing each year on the annual plan and the State Council is required to conduct a hearing each year on vocational education, the question arises as to whether the two agencies should conduct joint hearings on the State plan. This procedure is not recommended, especially if the Council does not hold any other hearings. The function of the State Board is administrative and its State plan hearings are part of the administrative process in developing the State plan. It is not the purpose of the Advisory Council to involve itself in State administration. Furthermore, individuals may express their opinions more freely before the Advisory Council than they would before the State Board.

Surveying students, parents, and employers concerning their impressions of occupational education

Employing consultants to engage in technical studies

Working with youth organizations

Surveys of local advisory councils

Consideration of the State Board's evaluation of State programs.

State evaluations: In order to assist recipients of federal funds and as a means of updating the five-year plan, Section 112(b) of the law requires that each State is to conduct within the five-year period of the plan's operation an evaluation of all programs funded under the Act, and to make these evaluations available to the State Advisory Councils. In its annual evaluation report, Section 105(d)(3)(A) provides that the State Advisory Council is to include "a consideration of the program evaluation reports developed by the State." Section 104.402 of the Rules and Regulations provides that these evaluations are to be made in terms of:

planning and operational processes such as quality and availability of instructional offerings, guidance, counseling, placement, and follow-up services; capacity and condition of equipment; employer participation in cooperative programs; teacher/pupil ratios; and teacher qualifications;

results of student achievement as measured by standard occupational proficiency measures; criterion-referenced tests; and other examinations of students' skills;

results of student employment success as measured, for example, by rates of employment and unemployment; wage rates; duration of employment; and employer satisfaction with performance of vocational education students as compared with performance of other persons who have not had vocational education;

other results as measured by services to special populations such as women, minority groups, handicapped persons, and disadvantaged persons.

In making their evaluations, it is expected that the State Advisory Council and the State Board will work together and share information, but prevent duplication of effort, and arrive independently at their own conclusions. A comment by the National Advisory Council on Vocational Education published in the Proposed Rules addressed this question as follows:

> The SACVE is to consider the results of the State Board evaluation in making its own evaluation, but there is nothing to suggest that the sharing of information will result in identical conclusions. The SACVE may assist and monitor the State Board evaluation, incorporate the information into its own evaluations, and come up with conclusions and recommendations which are quite different from the State Board.

SACVE evaluations: In conducting its evaluations, SACVEs are not required to evaluate the entire delivery system of the State. As noted above, the State Board is required to do this, and the State Advisory Council does not have the funds nor the resources for such an ambitious project. The SACVE was originally envisioned by Congress as a lay group which, from the perspective of its membership representative of vocational education consumers, could point out problem areas and suggest ways to provide better services. The evaluation requirement of SACVEs falls into two areas:

Progress toward meeting the goals set forth in the State plans; and

Areas which the SACVE identifies as needing attention.

The State planning process required by the law requires that all goals, objectives, and activities be stated in measurable terms. Determining the extent to which the goals of the State plan have been met is a matter of comparing the objectives concerning programs, services, courses, teachers, enrollments, etc., with the results actually achieved.

Evaluation committee: One successful technique used by SACVEs in meeting its evaluative mandate has been the establishment of an evaluation committee with the following responsibilities:

Determine and recommend specific themes or programs to be evaluated by the Council during the year.

Prepare the year's evaluation activities in such a way as to involve all Council members.

Assign specific sections of the State plan for study in terms of implementation at the State and local levels.

Meet with and maintain relationships with the State Board and other State agency and advisory committee staffs responsible for evaluating studies in education, training, and manpower development.

Obtain reports from these agencies and make their findings available to the Council.

Determine the need for and recommend the funding of any special studies to assist the Council in its evaluative role, to be conducted either alone or jointly with other agencies.

Prepare the Council's annual evaluation report in terms of format and content.

Prepare any other evaluative reports deemed necessary.

Determine the need for employment of staff or consultants to assist the Council interpret analyze, and synthesize its findings and prepare its recommendations and reports.

However the Council wishes to organize to carry out its evaluative mandate, the above listing may serve as a useful checklist for accomplishing this responsibility.

Each State Advisory Council shall —

Prepare and submit to the Commissioner and the National Advisory Council on Vocational Education an annual evaluation report

The law requires that State Advisory Councils prepare an annual evaluation report which shall evaluate the effectiveness of vocational education programs, services, and activities in the State. This report is submitted to the Commissioner of Education through the State Board with any comments the Board wishes to make. Section 104.97 of the Regulations provides that this report shall be submitted within ninety days after the end of the fiscal year.

During fiscal year 1977, a committee of SACVE Executive Directors determined a minimal format, based on the law and accompanying regulations, with enough flexibility to accommodate the needs of individual States. It was agreed that all reports should contain at least the following information:

(1) Evaluation of progress toward accomplishing program goals set forth in the five-year State plan and the annual program plan;

(2) A review of (monitoring) the State's evaluation of vocational education programs operated by local educational agencies and other recipients of federal funds;

(3) A review of the analysis of the distribution of federal funds within the State submitted by the State according to the annual program plan and accountability report;

(4) Identification of the vocational education and employment and training needs of the State, and the assessment of the extent to which vocational education, employment training, vocational rehabilitation, and other programs assisted under the Act and related acts, represent a consistent, integrated, and coordinated approach to meeting those needs (see pp. 45-46);

(5) Comments on the reports of the State Manpower Services Council;

(6) Recommendations for improving the State's vocational education programs, services, and activities.

The committee suggested that the Advisory Council include progress on its previous recommendations to the State Board. Beyond this, it is expected that each State Advisory Council will address those matters which it judges to be of greatest importance to the individual State.

Each State Advisory Council shall –

> **Identify, after consultation with the State Manpower Services Council, the vocational education and employment and training needs of the State, and assess the extent to which vocational education, employment training, vocational rehabilitation, and other programs assisted under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs. (Sec. 105(d)(4)(A))**

Given the limited budgets of the State Advisory Councils, it is apparent that Congress did not intend for them to generate their own data for this purpose but to analyze data already available from other sources. Some of the data sources State Advisory Councils use are:

State Occupational Information Coordinating Committee (SOICC), see Appendix D

State Manpower Services Councils

Employment Services Offices

Manpower Development Offices

State Department of Education

Other State offices such as the Bureau of the Budget, Department of Public Welfare, Human Resources Department, Department of Commerce, Department of Labor, Department of Health and Social Services, Economic Planning and Development Offices

U.S. Census Bureau

Private vocational schools, especially those with job banks

University research departments

U.S. Department of Labor

Organized labor

Chamber of Commerce

Regional and local advisory councils

U.S. Office of Education

Project Baseline

Local school districts

While there may be difficulties in acquiring reliable and valid data, a logical approach to fulfilling this mandate is to discover what sources of data there are, evaluate them, and determine data needs for the future. Points of evaluation should include:

(1) attempts which have been made to coordinate existing data;

(2) reliability and validity of data;

(3) additional data needs.

If the SACVE determines the data to be valid, comparisons could be made between the supply data and the demand data, if the sources are comparable. If they are not, it is obvious that a "consistent, integrated, and coordinated approach" to meeting the manpower needs is lacking and the SACVE has the responsibility to point this out.

In terms of coordination with programs sponsored by related acts, the following are among those identified as related acts:

Comprehensive Employment and Training Act (CETA)

Education of the Handicapped Act

Vocational Rehabilitation Act

Youth Employment Act

Career Education Act

Adult Education Act

Appalachian Regional Development Act (Eastern States)

Public Works Capital Development Investment Act

The State Manpower Services Councils are also charged with identifying the manpower needs of the State, and, if feasible, the two Councils are encouraged to make this responsibility a joint effort. (see excerpt from Conference report [HR 94-1701], p. 11).

The State Advisory Council shall –

Hold at least one public meeting each year during which the public is given an opportunity to express views concerning the vocational education programs of the State. (Sec. 105(c))

An extremely useful strategy for obtaining information and data required in arriving at evaluative judgments by a State Advisory Council is the holding of public meetings and hearings. In order for a public hearing or meeting to reveal problems, unmet needs, and unresolved issues which will assist the State Council in formulating recommendations for change, or to reveal exemplary programs and activities which might be replicated throughout the State, careful planning and promotion must precede the hearing. The Council members who will be attending the hearing must be provided background information about the school system(s), employment and economic problems, population characteristics of the area in which the meeting is held, etc. Such information can be presented orally or in written form by staff of the State Department of Education, the Employment Service, the Welfare Department, etc., as well as by individual Council members familiar with the particular area. Depending upon the purpose of the public hearing – e.g., to gather information on a single subject such as availability, adequacy and use of finances for occupational education, or utilization of local program advisory committees', to uncover general problems; or to obtain opinions on the adequacy of State plan provisions for that area – determinations can be made as to who will be invited to testify, time to be devoted, local publicity to be issued, type of testimony to be solicited, place(s) where the hearing will be held, and whether or not a verbatim transcript is to be taken and published.

Each State Advisory Council shall –

Provide technical assistance as requested to local advisory councils and recipients of PL 94-482 funds in the establishment and operation of local advisory councils. (Sec. 105 (g)(1) & (2))

Section 105 (g) of the law provides that any recipient of PL 94-482 funds, i.e., local education agency or postsecondary institution, must establish a local advisory council to provide it with advice on current job needs and on the relevance of courses offered in meeting those needs. The law further states that the State Advisory Council is to provide the agency or institution and the local advisory councils advice upon request concerning establishment and operation of local advisory councils.

Following is a list of the provisions of the law concerning the establishment of local advisory councils:

The State Board of Education must notify local education agencies and postsecondary educational institutions of their responsibility to establish local advisory councils.

Local advisory councils may be established for program areas, schools, communities, or regions – whichever the local education agency or postsecondary educational institution determines best suits its needs.

Local advisory councils are to be composed of members of the general public, especially representatives of business, industry, and labor.

The State Advisory Council is to provide local education agencies, postsecondary educational institutions, and the local advisory councils with technical assistance upon request concerning the establishment and operation of local advisory councils.

Local advisory councils are to provide local education agencies or postsecondary institutions with advice on current job needs and on the relevance of courses being offered in meeting such needs.

The State Board of Education is to specify to the U.S. Commissioner of Education that funds be distributed in accordance with plans developed in consultation with local advisory councils.

The State annual program plan and accountability report is to show the results of the participation of local advisory councils

Section 104.111 of the regulations provides for the establishment of advisory councils to serve the region in which the eligible recipient is located, and for the joining together of representatives from craft committees to form general local advisory councils. Section 104.111 (e) provides that the membership of local advisory councils should have appropriate representation of women and minorities.

SACVE technical assistance: It should be noted that the SACVE is required to provide technical assistance in the establishment and operation of local advisory councils only upon request from either the recipient of federal funds which the local council serves or from the local council itself. The feeling of many SACVEs, however, is that effort should be made to encourage local advisory councils to make such requests if they need assistance. Local advisory councils have the potential for providing an extremely valuable service to the agencies they serve, but there is a danger that they may exist only on paper to fulfill the requirements of the law. The State Advisory Council should, however, determine the extent to which it is prepared to provide advice to local advisory councils, since the law does not establish any parameters, stating only that advice and assistance will be provided "upon request."

Methods which State Advisory Councils have used to provide technical assistance to local councils include provision of:

handbooks, slide/tape presentations, or films on structure, function, and operation of local councils;

local advisory council newsletter;

special section in regular Council newsletter devoted to local advisory councils;

workshops and conferences.

Some of these techniques are the result of a cooperative effort with the State Department of Vocational Education. The National Advisory Council on Vocational Education has a repository of source leads and materials which SACVEs have used in providing technical assistance to local councils which can be made available to SACVEs upon request.

CETA Prime Sponsor Planning Councils: One of the possibilities for interfacing with CETA at the local level is through the local advisory council. All prime sponsors are required to establish advisory councils for their jurisdictions. It must be remembered, however, that prime sponsor jurisdictions vary widely as to size and makeup. For example, a jurisdiction may be a single city, a consortium of two or three counties, or "the balance of the State" with a single prime sponsor. In addition, local advisory councils — as required under PL 94-482 — have wide latitude in terms of area served, particularly since they have the option of regionalizing. Vocational education local councils should be aware of the CETA councils which serve their geographical areas and vice versa. The SACVE might wish to sponsor a joint workship for vocational education local councils and prime sponsor councils. The cooperation of the State Manpower Services Council should be encouraged.

OCCUPATIONAL ADVISORY COUNCILS

Type of Council	Purpose	Membership Categories	Legislative Source
Local advisory council on vocational education	Advise local education agency or postsecondary institution on current job needs and relevence of programs offered	Leaders of industrial, business professional, labor and the general public	PL 94-482, the Vocational Education Amendments of 1976
Occupational, program or craft committee or curriculum council	Advise local education agency, school, etc. on one specific occupational area	Employers and employees of the occupational area for which established; possibly recent graduates of vocational programs in that area	PL 94-482, the Vocational Education Amendments of 1976
Regional advisory council on vocational education	Provide linkage between local councils or craft committees and State Advisory Councils	Members of craft committees and/or school committees within a local education agency	Regulations accompanying PL 94-482
CETA Prime Sponsor Planning Council	Advise elected official (e.g., mayor, governor) on planning and operation of program to be implemented in prime sponsor jurisdiction	Appointees by local official – typically includes representatives of organizations such as Urban League, Opportunities Industrialization Centers, employment agencies, business community, vocational education agencies, community residents (including former participants in manpower programs)	Comprehensive Employment and Training Act of 1973
Joint Apprenticeship Committee	Establish apprenticeship standards. Advise the schools on instruction of apprenticeship agreements, supervise on-the-job training programs	Union and employer representatives of specific occupations with utilization of consultants	None; optional but encouraged segment of Department of Labor's Bureau of Apprenticeship and Training Program

Reprinted with permission from the *American Vocational Journal*, Vol. 52, No. 3, March 1977, pp. 37-39.

How To Organize and Maintain a Productive Advisory Committee

Total school support is first factor

by Ron H. Ely

While some states have routinely incorporated advisory requirements in their state plans for a number of years, the 1976 legislation for the first time mandates local advisory councils as a condition for federal funding. Most vocational educators agree that federal action is desirable; yet they realize that it, alone, will not produce the desired result. Advisory council effectiveness cannot be legislated. The professional vocational education community must develop attitudes and procedures to ensure its effectiveness. High on the list is a positive attitude.

Unless vocational teachers and administrators believe that the energies expended on advisory councils are a good investment, council activities will generate disappointing results, regardless of how carefully procedures and rules governing the councils are structured. Until the professional community understands the need for and believes in advisory groups, the best-planned procedures will remain only tools awaiting the vocational educator's call.

The procedures for organizing and maintaining quality advisory committees suggested in this article have worked well for the vocational programs of Washington County, Virginia. Readers should, however, retain a healthy skepticism regarding their ability to transfer to their own organizations all of what has proved successful in another community. Prescriptions for ensuring success must always be tempered with organizational realities and local conditions.

Cultivating Supportive Attitudes

If an advisory council is to succeed, the vocational administrator and instructor must exercise good management to facilitate council action. If the vocational administrator is not a positive force for advisory groups, the vocational instructor must assume responsibility for providing leadership. There is no point in attempting to organize or reorganize a vocational advisory group until the vocational education professionals in the school system reach general consensus regarding its value.

Once this consensus is reached, the next hurdle is to promote the same level of awareness among the school board members and superintendent of schools. The best advice a council can render will go unheeded unless the superintendent and board see advisory councils as supporters of the school program. Obviously, the superintendent and board must approve a vocational education advisory group prior to its organization. Less obvious is the need for the top policymakers to have opinions regarding the council's deliberations—from the viewpoint of participants.

Put It in Writing

Once a supportive attitude has been cultivated, the vocational educator is ready to organize the advisory group. Decisions regarding the structure (general committee, school committee, craft committee) must be made. It is recommended that these decisions be based on the purposes identified for the advisory group, and that these purposes be established on the widest possible input from the professional education and lay communities.

When the purposes have been identified and the organizational structure established, the next step is to develop a charter and select the council members.

The advisory council policies of the school system and the needs of the local vocational program will determine the comprehensiveness of the charter, but the salient points are these: (1) the charter is written, (2) it delineates the purpose of the council, (3) it indicates membership and membership selection criteria, and (4) it states the policies governing the operation of the council.

Thus the charter provides guidance regarding operational prerogatives and

responsibilities, eliminating possible sources of disagreement among council members and between the council and the educational community. Examples of a charter and bylaws are found in the study by Walter S. Ramey cited at the end of this article.

Selecting for Balance

Selection of members is of prime importance to the success of vocational advisory councils. Proper size and balanced representation are vital if the council is to function as designated. Most authorities recommend nine to twelve members for a general vocational education council, with five to nine members for a craft or occupational program committee. More important than adhering rigidly to numbers, however, is a balanced representation of all community groups. It is probable that some members will represent two or more interest groups. Such cases should be identified and considered before the members are selected. Willingness to serve, demonstrated leadership ability, and technical expertise are factors that must be taken into account.

It is generally much easier to find persons who express a willingness to serve than to achieve a balanced representation. To broaden the choice in the selection process, vocational schools have successfully employed the services of selection committees composed of three to five members, with at least one member representing the school staff. Since its duties are sporadic, the selection committee should be made up of individuals who are not only respected citizens with broad knowledge of the community, but also willing to serve on a continuing basis.

A well-constituted selection committee should be in a position to make a nonpartisan determination of the legitimately interested community groups, identify qualified representatives of those groups, and handle the screening process preparatory to recommending members. Effective handling of these tasks will do much to inspire confidence in the school system and create citizen interest in advisory council service. And if properly chosen, the selection committee will have the necessary community experience to maintain advisory councils with a balance between laymen and educators, labor and management, males and females. This balance is absolutely necessary if the educational community and community at large are to have confidence in the recommendations of the advisory groups.

Since the superintendent of schools and board of education have the prerogative of rejecting any nominee, it is advisable to have them approve a preliminary listing before conducting interviews with any candidates. Their approval beforehand will eliminate a source of possible embarrassment as well as give the selection committee the benefit of their opinion before final recommendations are made.

After the school board has made the appointments, the school should send a personal letter to all appointees asking them to serve. The letter should be signed by the top administrator or chairman of the board and should contain information on the council's first meeting, or in the case of an established council, its next meeting.

If the council is already functioning and has a chairman, this information should be included in the letter. A follow-up phone call from the council chairman welcoming the new member and providing an overview of council functions is always helpful. The new appointee should also receive a copy of the council charter, a sample set of bylaws, and information on the vocational program.

If there is a lapse of several months between council meetings, appointments should not be announced immediately after a meeting. A new appointee is eager to serve and will most likely lose interest if inactive for an extended period of time. (This holds true for all advisory council members.)

Above All, Have an Agenda

Getting an advisory council started on the right track is of utmost importance. If the first meeting is terribly disorganized, it can seriously damage or even eliminate any chance of future success. If, on the other hand, it is properly coordinated, it is likely to leave new appointees eager to serve.

Each council member should receive a written meeting notice with a tentative agenda. To make doubly sure that the new appointee is notified, a member of the vocational staff may telephone him, expressing personal appreciation, reminding him of the meeting time, repeating the location, and giving other details. It should be made clear at every opportunity that the educational community wants advice leading to program improvement. The advisory group must understand that its function is not one of merely applauding the accomplishments of the vocational program.

The main purpose of the first meeting is to acquaint committee members with their duties and responsibilities. It is best to have a consultant perform this task, someone outside the local educational community who is well-versed in advisory council functions. A third party can talk more easily to the group about their legitimate activities and also feels freer to indicate those functions that are not legitimate council concerns. If council members understand clearly what is expected of them by the administration and school board, future confrontation may be avoided. To repeat: written material in the hands of the new appointee will provide a realistic base for understanding the assignment.

Normally, the first meeting will include both business and social activity. The staff, students, and advisory council

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should participate freely so that the new appointee can get to know the program and personnel. Later, when he is asked to exercise judgment concerning council leadership, he will have a sound basis for decision.

The initial meeting should adjourn precisely at the hour established by the agenda; a temporary secretary should record the events, and a copy of these minutes should be sent to each member. If this procedure is followed at the first meeting, the advisory council will be encouraged to stick to an agenda at subsequent meetings and to record all deliberations and actions taken. Tangible evidence of faithful attendance as well as of their contributions will help to make the council members feel that their time is well spent.

Maintaining the Council

After the orientation meeting, the council will want to hold a second meeting to elect officers, plan for the adoption of a constitution and bylaws, and set meeting dates. Some of these tasks may seem awesome to the vocational educator as well as to the council member. A good compromise usually involves finding a sample constitution and bylaws which the council can adapt to its own purposes. It needs to devote more than a cursory glance to these documents, however.

An effective procedure is to have a member of the vocational staff explain to the new group the limits imposed by the charter, the council structure of the school system, and the relationship of each advisory council to the overall structure. After this briefing, each item of the constitution and bylaws should be discussed and modified before it is adopted.

Each council should be responsible for planning its own activity within the confines of its constitution and bylaws. While no list of advisory activities is complete, the following functions are commonly recognized as legitimate: (1) occupational and community surveys, (2) advisement on course content, (3) student placement, (4) community relations, (5) equipment and facility planning, (6) program staffing assistance, (7) program review and evaluation, and (8) community resources to support vocational programs.

Ramey's study in Virginia identified these four functions as most important:

- Providing assistance in the development of good community relations.
- Offering advice in the development of new or revised occupational course content.
- Utilizing community resources to support the instructional program.
- Reviewing occupational programs and providing suggestions for program improvement.

Any advisory group performing these four functions competently and well should have no cause to complain of inactivity and infrequent meetings.

An advisory council can be self-perpetuating if the vocational education staff shows sufficient interest in its welfare and listens to its advice, and if the council is active with frequent, well-planned meetings (a minimum of three to four per year). As the council rotates more and more community members through its rolls, the community's support for quality vocational education will be enhanced. And as community support grows, problems such as inadequate placement and negative image tend to disappear.

First Step Is Ours

Almost any vocational education program can have a quality advisory council, given commitment from the top, sincere effort by the vocational staff, well defined objectives, and a willingness to work on the part of council members. Moreover, the advice of the council need not be limited to the vocational education community. If members understand the total vocational program, the council can be quite effective in communicating vocational education progress and concerns to state and federal legislators. When coordinated with the efforts of vocational educators, this becomes a team effort with every chance for success. But the first (and second) step is up to us. □

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CHAPTER V: RELATIONSHIPS WITH OTHER ORGANIZATIONS

The following chapter will be devoted to relationships mandated, desirable, and optional of State Advisory Councils with other organizations.

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RELATIONSHIP WITH STATE AGENCIES AND ORGANIZATIONS

Some of the agencies and organizations involved with education, training and manpower development are:

The State Employment Service

The State Department of Employment and Training

The State Department (or agency) for Economic Development

The State Department of Welfare

The State Department (or agency) for Human Resources Development

Research organizations in the field of education and manpower development and utilization — private non-profit, private for-profit, university-sponsored, and state or federally funded organizations (e.g., research coordinating unit, educational laboratories)

Minority group organizations

Agencies for the handicapped, e.g., Bureau of Education for the Handicapped, State Department of Special Education, Department of Rehabilitation

State labor organizations

State Chamber of Commerce and other State-wide business and industry organizations

State School Board, administrators and teachers associations

State agencies concerned with licensing of private schools and licensing of various types of craftsmen

State Boards and Commissions responsible for policy development for various facets of the educational system; e.g., colleges and universities, junior and community colleges, vocational education, prisoner rehabilitation, education and training of the physically and mentally handicapped, etc., and the administrative agencies and advisory committees for these programs

Student organizations

State office responsible for manpower

The special interests, programs and policies of all these State agencies, as well as the business, industry, labor, minority group and other organizations concerned with education and training must be considered as input into the deliberations of the State Advisory Council.

Strategies for assuring representation and cooperation with these various groups include:

Including representatives of other groups as members of special Council committees and subcommittees

Utilizing representatives of other groups as resource people and having them participate, by invitation, in Council meetings

Appointing special committees and subcommittees of members representing other groups, under the chairmanship of a Council member

Arranging for one or more Council members to attend meetings of these groups, or be appointed as members of the groups

With State Legislature and Governor

State Advisory Council members may be requested to testify before the State Legislature and make recommendations for legislation. Although the Councils were established to advise the State Board, the law does not restrict them from offering advice to other state agencies, such as the State Legislature and the Governor's office. Various Councils have made it a practice to invite key State legislators concerned with education, manpower industrial development, etc., and representatives of the

Governor's office to attend their regular meetings and public hearings. This strategy has been credited with establishing a sympathetic and cooperative attitude on the part of the legislature when Council members testify in favor of desired legislation.

With youth organizations

Youth organizations sponsor a wide variety of activities designed to enhance the interest of their members in career fields, provide learning experiences and develop future leaders. Recognition of the valuable contribution they make is evidenced by a provision in the regulations that states may use some of their federal funds to support youth club activities. Nationally recognized youth organizations include:

Distributive Education Clubs of America

Future Farmers of America

Vocational Industrial Clubs of America

Future Business Leaders of America

Future Homemakers of America

Office Education Association of America

These youth groups represent a potential source of information to be used in evaluating programs and services. It is expected that the vocational student member(s) of the Council will be instrumental in providing liaison with these groups.

With local school boards and school systems

Since it is the school which serves the student most directly, Advisory Councils are continuously concerned with the final impact of their findings and recommendations on the schools and their students — those enrolled and those who should be enrolled. Strategies Advisory Councils use for achieving in-depth knowledge of the programs and needs of schools with occupational programs include:

Conducting site visits in different schools, including tour of the school facilities, meeting with occupational education program advisory committees, student leaders, teacher representatives and Student-Parent-Teacher Association members, etc.

Holding public hearings in different school districts and concentrating on the needs of that particular district.

In visiting schools, the following may serve as a check list of the kinds of things the Council would like to know:

Occupational education objectives as perceived by the administrative staff, teachers, counselors and students

Required skill levels to be attained by students

Degree of coordination between the school's programs with those of other schools in the area and with on-the-job training provided by employers

Work experience programs — including cooperative education and work/study programs offered by the school

Extent of consultation with employers, government agencies, and business and industry representatives in developing new programs

Which programs have craft committees and what services they provide

Any special services offered for handicapped individuals

Degree of elimination of sex bias and sex-role stereotyping

Adequacy of facilities in terms of numbers served and relevance to current technology

Provision of remedial programs for dropouts and potential dropouts

Adequacy of vocational counseling and job placement services in terms of assigned personnel, students to be served and follow-up after placement

Procedures for keeping occupational instructors updated on new materials, processes, and technology

Cost per student per year for vocational education students as compared with other students

Occupational statistics provided by the school and whether they are made available to the Department of Education

In learning about schools, the local advisory councils represent a valuable resource. In developing relationships with school personnel, the Advisory Council may wish to include top school administrators on their mailing list as a means of informing the schools of their activities and encouraging them to attend Council meetings.

With the State Manpower Services Council

CETA programs are coordinated at the state level through the Governor, the State Manpower Services Council, and the state manpower staff. Under CETA, the Governor is charged with developing and carrying out an annual comprehensive and coordinated manpower training plan. To advise him in developing this plan, CETA requires that the Governor appoint a State Manpower Services Council and designate its chairperson. Membership on this Council includes representatives of prime sponsors, education, State agencies, organized labor, business and industry, community-based organizations, manpower service clients, the State Advisory Council on Vocational Education, and the general public. The responsibilities of the State Manpower Services Council include reviewing the plans of prime sponsors and state agencies providing manpower and related services and making recommendations for more effective coordination; monitoring the operation of prime sponsor programs and the availability, responsiveness and adequacy of state services; reviewing the utilization and coordination of manpower resources of state agencies providing manpower services; and identifying the manpower needs of the state.

As noted previously, the memberships of the State Advisory Council on Vocational Education and the State Manpower Services Council are required to have cross representation and are encouraged to conduct their assessment of vocational education and manpower needs jointly.

With the U.S. Congress

Congress provides the State Advisory Councils with their own funds, so that they may operate independently of the administrative machinery of the vocational education delivery system. In establishing the State Advisory Councils, Congress envisioned a lay group of individuals which, unhampered by conflict of interest and representing a wide range of groups influenced, benefitted, and served by vocational education, could provide the State Board with objective advice on how to provide better services. Congress regards highly the advice that such a group can provide and is therefore extremely concerned that State Advisory Councils fulfill their mandates and function in accordance with the required procedures outlined in the law.

Among ways which State Advisory Councils communicate their views to Congress are through:

Attendance at meetings of educators addressed by chairpersons and staff of Congressional committees

The summary of the Council's Evaluation Report included in the compilation of these summaries provided by the National Advisory Council (see page 58)

Recommendations and expression of concerns to the National Advisory Council for transmittal to Congress

Participation in the rules and regulations process

Contact with Congressmen from their states both in Washington and at home

Correspondence to Congressmen on issues related to vocational education

Sending special reports and studies to Congressional members, especially those from their states who are members of the Education and Labor Committees in the House and Senate

Testimony before Congressional committees at hearings on education

With the U.S. Office of Education

Each State Advisory Council is required to submit a copy of its annual evaluation report, a budget, and a financial report to the U.S. Commissioner of Education (see fiscal operation of SACVEs, p. 34). In addition, the Council's fiscal agent must supply to the Commissioner a copy of its report on the audit of the Council's finances (to be conducted at least every two years).

Apart from the procedural requirements, the U.S. Office of Education represents a source of information to the State Advisory Councils in terms of legal opinions, interpretation of rules and regulations, preparation of budgets, information concerning national research and development activities, information on how other states operate administratively and programmatically, statistical profiles on vocational education in the nation, and information on other sources of data pertaining to subjects under study by the Council.

With the National Advisory Council on Vocational Education (NACVE)

As the State Advisory Council advises the State Board on vocational education programs administered in the state, under PL 94-482 the National Advisory Council advises the President, Congress, The Secretary of HEW, and the Commissioner of Education on programs administered nationally under the Act. The relationship required by law between the National and State Advisory Councils has two components:

The State Advisory Council provides the National Advisory Council with a copy of its annual evaluation report and

The National Advisory Council provides technical assistance and leadership to State Advisory Councils to assist them in carrying out their responsibilities.

In order to provide such assistance, the National Advisory Council

Furnishes a resource book for State Advisory Councils

Provides an Exchange Bulletin consisting of news of interest to SACVEs and containing information from State Advisory Councils on their activities and questions

Prepares a compilation of summaries of the annual reports of SACVEs to make the reports readily accessible to SACVEs and to Congress

Sponsors jointly with SACVEs an annual NACVE-SACVE meeting of current interest to SACVES

Attends regional and individual meetings of State Advisory Councils upon request and as resources permit

Answers questions of State Advisory Councils via letter and telephone on an individual basis.

Although not mandated to do so, the State Advisory Councils also provide the National Council with assistance in fulfilling its mandates. State Advisory Councils have been extremely cooperative in responding to surveys and requests for information on topics under study by the National Advisory Council and through the gratuitous provision of information on research conducted by the State Advisory Councils, which helps the National Advisory Council develop a nationwide picture of vocational education on which to base its advice.

NACVE MANDATE CHECKLIST

The National Advisory Council shall

(1) *Advise* the President, Congress, Secretary, and Commissioner concerning

administration of programs;

preparation of general regulations for programs;

preparation of budget requests for programs;

operation of programs

under PL 94-482.

(2) *Review* administration and operation of programs (including effectiveness of programs) under this Act, and other laws affecting vocational education and manpower training;

Make recommendations (including recommendations for changes in this Act and other pertinent laws);

Make annual reports of findings and recommendations to the President, Congress, Secretary, and Commissioner.

(3) *Make such other reports,* or recommendations, as it may deem desirable to the President, Congress, Secretary, Commissioner, or head of any other federal department or agency.

(4) After consultation with the National Commission for Manpower Policy,

Identify the vocational education and employment and training needs of the nation;

Assess the extent to which vocational education, employment training, vocational rehabilitation, and other programs – under this and related Acts – represent a consistent, integrated, and coordinated approach to meeting such needs;

Comment on the reports of the National Commission, at least once annually.

(5) *Provide technical assistance and leadership* to State Advisory Councils.

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CHECKLIST OF SACVE RESPONSIBILITIES

Advise the State Board on the development of the five-year State plan, annual plan, and accountability report.

Designate a member of the Council to participate in the formulation of the five-year plan, annual plan, and accountability report.

Advise the State Board on policy matters arising out of the administration of programs addressed in the five-year plan, annual plan and accountability report.

Evaluate vocational programs, services and activities assisted under the Act and publish and distribute the results thereof.

Prepare and submit to the Commissioner and the National Advisory Council on Vocational Education an annual evaluation report.

Identify, after consultation with the State Manpower Services Council, the vocational education and employment and training needs of the State and assess the extent to which vocational education, employment training, vocational rehabilitation, special education, and other programs assisted under this and related acts represent a consistent, integrated, and coordinated approach to meeting such needs.

Provide technical assistance as requested to local advisory councils and recipients of PL 94-482 funds in the establishment and operation of local advisory councils.

Hold at least one public meeting per year to give the public a chance to express views concerning the vocational education programs of the State.

Prepare and submit a budget to the U.S. Commissioner for approval.

Prepare and submit a financial report to the U.S. Commissioner.

Assist the State Board in the development of plans for the evaluation of the effectiveness of each program addressed in the State plan.

Comment at least once annually on the reports of the State Manpower Services Council.

* Advise the State Board concerning leadership awards in the State provided through the U.S. Commissioner's funds.

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* The Leadership Development Award Program established by Section 172 of the 1976 Vocational Education Amendments provides that awards will be granted from the U.S. Commissioner's discretionary funds to experienced vocational educators to spend full time in advanced study of vocational education. Section 105.305 (b) of the regulations requires that the State Board review all applications, summarize for each application its advice as to the application's merits, and submit both applications and advice to the Commissioner. In so doing, the State Board is to utilize the advice of the State Advisory Council and all the other agencies involved in State planning and reporting. Thus the State Advisory Council will also review each application in order to advise the State Board on its merits.

ACRONYMS

AACJC	American Association of Community and Junior Colleges
ABE	Adult Basic Education
ACE	American Council on Education
AEA	American Education Association
APGA	American Personnel and Guidance Association
ARDA	Appalachian Regional Development Act
ASTD	American Society for Training and Development
AVA	American Vocational Association
BAT	Bureau of Apprenticeship and Training
BEH	Bureau of Education for the Handicapped
BIA	Bureau of Indian Affairs
BLS	Bureau of Labor Statistics (in Department of Labor)
BOAE	Bureau of Occupational and Adult Education (USOE)
CETA	Comprehensive Employment and Training Act
DE	Distributive Education
DECA	Distributive Education Clubs of America
DOL	Department of Labor
DOT	Dictionary of Occupational Titles
DVTE	Division of Vocational and Technical Education
ECS	Education Commission of the States
EPDA	Education Professions Development Act
ERIC	Educational Resources Information Center
ESC	Employment Security Commission
ETA	Employment and Training Administration
FBLA	Future Business Leaders of America
FFA	Future Farmers of America
FHA	Future Homemakers of America
ICMA	International City Management Association
JOBS	Job Opportunities in the Business Sector (NAB)
LAC	Local advisory council
LEA	Local education agency
MIS	Management Information System
NAB	National Alliance of Businessmen
NACVE	National Advisory Council on Vocational Education
NACO	National Association of Counties
NAM	National Association of Manufacturers
NATTS	National Association of Trade and Technical Schools
NCES	National Center for Education Statistics
NGC	National Governors' Conference
NIE	National Institute of Education
NLC	National League of Cities
NOICC	National Occupational Information Coordinating Committee
NPA	National Planning Association
OEA	Office Education Association
OIS	Occupational Information System
OJT	On-the-job Training
OMB	Office of Management and Budget
ORT	Organization for Rehabilitation through Training
PERT	Program Evaluation and Review Technique
RCU	Research Coordinating Unit
R & D	Research and Development
SACVE	State Advisory Council on Vocational Education
SEA	State education agency
SESA	State Employment Security Agency
SMSA	Standard Metropolitan Statistical Area
SOICC	State Occupational Information Coordinating Committee
TERC	Technical Education Research Centers
T & I	Trade and Industrial (education)
USCM	U.S. Conference of Mayors
USOE	U.S. Office of Education
VEDS	Vocational Education Data System
VICA	Vocational Industrial Clubs of America
WIN	Work Incentive Program

VOCATIONAL EDUCATION GLOSSARY OF TERMS

Advisory committee: A group of persons, usually from outside the field of education, selected because of their knowledge and expertise in certain areas to advise educators regarding vocational programs.

Allotment (federal aid): The amount of an appropriation set aside for one state for one year for specific purposes, such as vocational education (see also appropriation and authorization).

Apprentice training: Occupational training undertaken by a trade or industry, usually in cooperation with a public school. The training program usually designed by a committee of employer-employee representatives and directed by them. The apprentice works under a written agreement and is paid a graduated percentage of the journeyman wage while in training.

Appropriation (federal or state): Funds granted by federal or state governments for specific purposes (compare allotment and authorization).

Area vocational school: (a) A vocational high school; (b) a high school department offering at least five occupational areas of study; (c) a technical or vocational school for students who have completed high school; (d) a junior or community college department offering at least five occupational areas of study and operating in accordance with the rules established under Public Law 94-482.

Authorization: The maximum sum of money designated by Congress in the enabling legislation for a program. Funds are not made available until a specific appropriation bill is enacted. The amount of appropriation may be less than the amount of authorization.

Career education: A process utilized in both school and community which enables individuals to make choices leading to success in lifelong developmental patterns of living, learning and working. It includes a sequence of educational experiences, throughout all of education, consisting of development of self-awareness, career awareness, exploration of options, decision-making and preparation in one or more alternatives to achieve the individual's career objectives.

Comprehensive Employment and Training Act: Establishes a broad-based block grant program of employment and training and related activities administered through the Department of Labor.

Community college: A two-year, postsecondary institution operated by the board of education of a local administrative unit. Instruction is adapted in content, level, and schedule to the needs of the local community.

Comprehensive high school: A secondary school with a curriculum designed to offer a diversified program to meet the needs of pupils with varying interests and abilities.

Consortium (CETA): An entity formed by an agreement among local units of government to plan and operate a comprehensive program.

Continuing education: Any extension for young persons and adults of opportunities for reading, study, and training at the higher education level following completion of or withdrawal from full-time educational programs. Usually emphasizes flexible programs.

Cooperative vocational education program: Program resulting from cooperative arrangement between employers which provide the students involved with jobs and the school, which provides the students with related instruction.

Craft advisory committee: A group of local craftsmen, selected from a specific trade or occupation, appointed to advise the school on matters pertaining to teaching that particular occupation.

Disadvantaged: Persons (other than physically or mentally handicapped) with academic or economic handicaps who require special services and assistance in order to succeed in vocational education programs (from Public Law 94-482).

Distributive education: A program of instruction in the field of distribution and marketing, e.g., retail and wholesale trade; finance, insurance and real estate; services and service trades; manufacturing, transportation, and utilities; and communications.

Distributive Education Clubs of America (DECA): The national organization for students enrolled in distributive education.

Future Farmers of America: National organization of students of vocational agriculture.

Future Homemakers of America: National organization of students studying home economics.

Handicapped: Persons who are mentally retarded, hard of hearing, deaf, speech-impaired, visually handicapped, seriously emotionally disturbed, crippled, or otherwise impaired in terms of health, who therefore require special education and related services and cannot succeed in regular vocational education programs without special assistance or who require a modified vocational education program (from Public Law 94-482).

Industrial arts education: Educational program designed to develop understanding of all aspects of industry and technology. Learning experiences include experimentation, design, construction, evaluation and the use of tools, materials, and processes.

Journeyman: Tradesman or craftsman who is identified in his occupation by labor organizations and employers as competent to perform all jobs of the occupation satisfactorily.

Junior college: Institution of higher education which offers the first two years of college instruction, frequently grants an associate degree, and does not grant a bachelor's degree.

Local director of vocational education: Educational administrator charged by the local board of education with the responsibility for developing, planning, and implementing vocational education in a local school system.

Local advisory council: Body with representatives of business and industry advising local education agencies and postsecondary institutions.

Local education agency: Board of education or other legally constituted local school authority having administrative control and direction of public elementary or secondary schools in a city, county, township, school district, or political subdivision in a state, or any other public educational institution or agency having administrative control and direction of a vocational education program (from Public Law 94-482).

Low-income family or individual: Families or individuals determined to be low-income according to the latest available data from the Department of Commerce (from Public Law 94-482).

National Occupational Information Coordinating Committee: Committee required by Public Law 94-482 to develop and implement a comprehensive occupational information system and improve coordination of vocational education and manpower planning.

Office Education Association: National organization for students learning office occupations.

On-the-job training: Instruction in the performance of a sequentially-planned job given to an employee by the employer during the usual working hours of the occupation. Usually the minimum or beginning wage is paid.

Paraprofessional: Person employed to assist professional personnel in carrying out their responsibilities.

Postsecondary educational institution: Non-profit institution legally authorized to provide postsecondary education within a state for persons sixteen years of age or older, who have graduated from or left elementary or secondary school (from Public Law 94-482).

Pre-employment training: Instruction and practices in the skills and principles of an occupation or payroll job given to persons before placement on a job. Instruction may be a formal course or curriculum, or it may be a short intensive program of orientation and instruction immediately prior to employment.

Prime sponsor (CETA): A unit of government, combinations of units of government, or rural Concentrated Employment Program grantees which have entered into a grant with the Department of Labor to provide comprehensive manpower services under Title I of CETA.

Public Law 94-482: "An Act to extend the Higher Education Act of 1965, to extend and revise the Vocational Education Act of 1963, and for other purposes (from Public Law 94-482)."

Rehabilitation (vocational): The service of preparing disabled persons for remunerative employment through diagnosis, guidance, physical restoration, training, and placement.

State Director for Vocational Education: The educational administrator employed by the State Board for Vocational Education to administer the State Plan. Usually identified by the title "State Director for Vocational Education", "Assistant Superintendent", or "Assistant Commissioner for Vocational-Technical Education".

State education agency: Organization established by state law to carry out specified educational responsibilities of the state.

State Plan: Documents submitted by the State Board for Vocational Education to the U.S. Office of Education describing the state's vocational education program. This includes policies followed by the state in maintaining, extending, and improving existing programs and establishing new programs to meet the intent of the Vocational Education Act as amended and is a prerequisite for receiving federal funds.

State Manpower Services Council: CETA council appointed by governor to advise in development of state's manpower planning program.

State Occupational Information Coordinating Committee: Committee required by Public Law 94-482 to develop and implement a comprehensive occupational information system for the state and improve coordination of vocational education and manpower planning.

Technical education: Education devoted to instruction and training in occupations above the craftsman or trade levels, but generally not professional in nature. Courses qualify persons for employment in paraprofessional positions and as technicians, engineering aides, and production specialists.

Technical high school: High school with curriculums directed toward vocational, sub-engineering, and technical careers, as differentiated from academic and professional objectives.

Technical Institute: School whose purpose is to educate and train persons for careers in vocational and technical fields at levels beyond the twelfth grade. Usually it is so designated to distinquish it from the junior college and the community college, whose purposes may be both vocational-technical and academic.

Technician: Person who is qualified by education, training, and experience to perform duties and/or services which require judgment skills equal to or greater than manipulative skills, and which involve knowledge of science, mathematics, manufacturing and construction processes, and human relations.

Trade and industrial education: Instruction planned to develop basic manipulative skills, safety practices, judgment, technical knowledge, and related occupational information for the purpose of fitting persons for initial employment in industrial occupations or upgrading and retraining workers employed in industry.

Vocational education: Education or training which is given in schools or classes (including field or laboratory work and remedial or related academic and technical instruction) under public supervision and control or under contract with a state board or local education agency, and is conducted as part of a program designed to prepare individuals for gainful employment excluding any program to prepare individuals for employment in occupations requiring a baccalaureate or higher degree.

Vocational Education Amendments of 1976: Embodied in Public Law 94-482 (listed above).

Vocational Education Amendments of 1968: Amended the Vocational Education Act of 1963; increased emphasis on postsecondary education; created State and National Advisory Councils on Vocational Education.

Vocational Education Act of 1963: A law enacted to authorize federal grants to states to assist them to maintain, extend, and improve existing programs of vocational education, to develop new programs of vocational education, and to provide part-time employment for youths who need the earnings from such employment to continue their vocational training on a full-time basis so that persons of all ages in all communities of the states – those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market but need to upgrade their skills or learn new ones, and those with special educational handicaps – will have ready access to vocational training or re-training, which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training. (From the Declaration of Purpose of the 1963 Act.)

Vocational Industrial Clubs of America (VICA): The national organization of youth enrolled in industrial education programs (e.g., service, health, technical, and others).

Vocational and/or technical high school: Secondary school organized for the primary purpose of offering vocational/technical education as distinct from high schools which – while having departments offering such education – are not primarily concerned with vocational/technical education.

Work experience program: A program having as its purpose the extension of vocational learning opportunities for the student through part-time employment in the occupation for which his school instruction is preparing him.

Work experience education: Employment undertaking as part of the requirements of a school course and designed to provide planned experiences, in the chosen occupation, which are supervised by a teacher-coordinator and the employer.

Work/study: A program designed to provide financial assistance, through part-time employment, to students who have been accepted for full-time enrollment in vocational education programs and require such aid in order to continue in vocational training. The part-time employment is based on the financial need of the student and is not necessarily related to his career objective.

NATIONAL AND STATE OCCUPATIONAL INFORMATION COORDINATING COMMITTEES

The National Occupational Information Coordinating Committee (NOICC) was established by Section 161(b) of the Vocational Education Amendments of 1976 to develop and implement an Occupational Information System to meet the common information needs of vocational education and employment/training programs at the national, state and local levels; to improve coordination among administrators and planners of vocational education and manpower training programs; and to provide assistance to the State Occupational Information Coordinating Committees (SOICC) which must be established in each state.

The members of NOICC are the Commissioner of Education, the Administrator of the National Center for Education Statistics, the Commissioner of Labor Statistics, and the Assistant Secretary of Labor for Employment and Training.

Concurrently, the Commissioner of Education and the Administrator of the National Center for Education Statistics are to develop information elements and uniform definitions for a national vocational education data reporting and accounting system, which is to include data on vocational students, programs, program completers and leavers, staff, facilities, and expenditures (Sec. 161(a)). Each state is required to supply data on these areas to the National Center for Education Statistics. Such data will then be coordinated through NOICC with that supplied by the Bureau of Labor Statistics, the Employment and Training Administration, and the Occupational Employment Statistics Program.

In addition, each state is required to establish a State Occupational Information Coordinating Committee composed of representatives of the State Board, the state employment and security agency, the State Manpower Services Council, and the state agency responsible for vocational rehabilitation to develop an occupational information system for the state.

Although the above-listed are the only required members of the SOICC, the committee may wish to extend its membership to others. Various states are establishing associate memberships, advisory committees, and other mechanisms for forming liaison with data users. As users of vocational education data, the State Advisory Councils may wish to establish contact with the offices of the statutory representatives to offer input. As further information becomes available about the SOICC's, it will be supplied to the State Advisory Councils.